

1975 Annual Report

# Human Resources Agencies

programs • needs • goals



State of Washington



The publication of these reports is coordinated through the Office of Program Planning and Fiscal Management, Management and Information Services Division, House Office Building, Olympia, Washington 98504, (206) 753-2857.

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# 1975 Annual Report

# Human Resources Agencies

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## OVERVIEW

The combined annual reports are part of a publication program that has been designed to improve both the quality and the availability of information about state government.

This concept was introduced in 1970 when twelve agencies collectively contributed to the publication of the *Human Resource Agencies'* combined annual report. Since then, the concept has been expanded to include 55 agencies of state government in five reports: Human Resources, Education, Natural Resources and Recreation, Transportation, and General Government.

Combining the annual reports of state agencies into functional area reports has made it simpler to see how agencies relate to one another and how they work together to accomplish program goals. It has also eliminated the need for separate annual reports with separate mailing lists and has reduced overall printing and distribution costs.

These combined annual reports are but one example of how separate agencies, working together, can find better ways to communicate within state government and, at the same time, improve the usefulness of information available to residents of this state.





# Office of Community Development

Richard W. Hemstad, Director

## AGENCY GOALS AND RESPONSIBILITIES

The Office of Community Development (OCD) is an agency within the Office of the Governor which during Fiscal Year 1975 was responsible for the functions of the Planning and Community Affairs Agency and the Office of Economic Opportunity. OCD carries out human and physical resource planning and development responsibilities within the framework of the "*Washington Partnership*," a cooperative approach to conducting local, state, and federal governmental relations. Specifically, the agency is charged with:

- 1) Assisting communities to determine priorities for the development of human and physical resources;
- 2) Establishing procedures for allocating state and federal resources (in the form of funds and technical assistance from OCD staff) to local communities; and
- 3) Encouraging citizen involvement in the development of plans and priorities at the local and state levels.

## FISCAL COMMENTS

In the 1973-75 biennium just ended on June 30, OCD "passed through" \$41.5 million to state and local agencies to assist them with activities related to employment training and development; law and justice, drug abuse prevention; land use, housing, transportation, and environmental planning; children's and legal services; boundary review; voluntary action support; budget and fiscal management; rural development; economic opportunity; energy facility siting, and other special areas.

Of these \$41.5 million, \$5.3 million were state funds and the rest were derived from federal agencies including the major sources of Law Enforcement Assistance Administration (LEAA); Department of Labor under the Comprehensive Employment and Training Act (CETA); Community Services Administration (previously the Office of Economic Opportunity); Department of Housing and Urban Development for "701" comprehensive planning; Department of Health, Education and Welfare for community development and training pursuant to Title I of the Higher Education Act; and the National Institute of Drug Abuse (NIDA).

Recipients of these monies included other state agencies, counties, cities, school districts, private and public non-profit organizations, colleges and universities, regional planning councils, and Indian tribes.

Typically, OCD commits funds to other state agencies and regional and local systems after the development of annual plans and work programs. A variety of planning and advisory committees, comprised of state and local officials as well as citizen members, work directly with the agency in establishing policies, goals, standards, grant awards, and conducting evaluation. Planning and technical assistance and ongoing field activities are provided by staff in OCD's program units in order to achieve effective communication with local communities in the state.

Through improved operational and administrative procedures, the projected cost of administration and program operations for the new FY 1975-77 biennium will drop from 13.0 to 5.5% of the total agency budget and the share of each budget dollar allocated for local and state agency grants will increase from 87.0 to 94.5%.

Programs and services administered by the Office of Community Development are grouped into three divisions: Community Planning, Human Resources, and Management Services.

## COMMUNITY PLANNING DIVISION ACTIVITIES

Staff working with the Community Planning Division analyze and respond to statewide and local community issues in the program areas of land use, housing, transportation, environment, energy facility siting, and rural development. The Division also provides support services through its technical assistance unit in the areas of boundary review, A-95 clearinghouse operations, development of areawide planning organizations, and a number of other concerns related to local government structure and organization.

**Land Use.** OCD's activities in land use this past year focused on the legislative arena and on a three-state project to produce better information for planning and land resources management.

The legislative activity initially (and primarily) focused on the operations of a House task force on which representatives of OCD and a dozen other agencies and groups worked to write an effective land use planning bill. The product of this effort (House Bill 168) attempted to attain a balanced local-state policy toward shared responsibility for land use planning. The bill was actively debated in the House of Representatives but was never considered by the entire body.



Also in the last year Washington State joined with Idaho and Oregon, through the Pacific Northwest Regional Commission, in a project to test the feasibility of using satellite technology in gathering data for application in natural resource planning and management. OCD is this state's representative on the Land Resource Inventory Demonstration Task Force, which oversees the project in which the Department of the Interior's Geological Survey (USGS) and the National Aeronautics and Space Administration (NASA) are also participating. In what is expected to be a two and one-half year project, this inventory demonstration could result in the technological means for obtaining consistent and timely land use data for the states involved.

**Environment.** The Governor's Wilderness Task Force, recently reorganized to consider state policy on federal Forest Service and Park Service management regulations, regarding wilderness areas under their jurisdiction, was provided technical and policy support through OCD staff participation.

OCD also responds to environmental concerns by participating in the application of the State Environmental Policy Act (SEPA) of 1971. SEPA requires environmental impact statements (assessments) to be made on any project or development that will affect the natural environment, and OCD works with other state and local agencies in drafting model environmental ordinances for local communities to adopt in implementing SEPA.

A third major environmental activity of OCD this year was technical assistance provided to Klickitat and Skamania counties with regard to an economic-scenic-environmental study of the Columbia River Gorge being conducted by the Columbia Gorge Commission. A new law enacted this last legislative session established the Commission and mandated the study, which will determine future development in the Gorge.

**Energy.** OCD is actively involved in a cooperative effort with other state agencies to develop a long-range energy planning program through the Pacific Northwest Regional Commission. OCD's role in this effort has been to assist in identifying and developing possible roles for local governments in the management of future energy production and consumption. OCD has also researched the concept of systems which could be developed and used by local units of government to evaluate the energy consequences of local planning and policy decisions.

As an ongoing responsibility, OCD participates on the State Thermal Power Plant Site Evaluation Council (TPPSEC). OCD's role is to serve both as a member of TPPSEC and as an aid to local governments in dealing with power plant siting problems. During FY 1975 this local assistance involved the cities, towns, counties, and regional planning agencies in Benton, Klickitat, Skagit, and Grays Harbor counties where six major plants are proposed for an estimated cost totalling \$6 billion in public funds.

**Transportation.** OCD, through gubernatorial appointment, carries out specific public transportation functions. Agency staff worked in FY 1975 to administer federal mass transportation capital assistance grants in the amount of \$344,864 to private nonprofit corporations for use by elderly and handicapped persons. Also, the agency solicited and reviewed proposals under the Rural Highway Public Transportation Demonstration Program, funded by the Federal Highway Administration.

In addition, the OCD administered \$39,094 in funds received from the federal Urban Mass Transportation Authority to carry on a technical study concerned with the organizational structure and finances of a state transportation and planning program.

Staff also worked with the Legislature in the development of legislation to extend transit opportunities to unincorporated areas and towns and to provide advance planning funds for newly authorized transportation authorities (Substitute Senate Bill 2280, Chapter 270 of the 1975 First Extraordinary Session).

The state Legislature appropriated \$450,000 to OCD to provide technical assistance and advance planning funds to these authorities.

**Housing.** The housing activities of the past year have focused primarily on assistance to local governments and in working toward legislation designed to formulate a housing program for the state.

In the matter of local assistance, the housing unit of the Office of Community Development prepared planning standards for local recipients of HUD 701 planning monies and worked with local jurisdictions to prepare their block grant applications under Title I of the Housing and Community Development Act of 1974. Another form of assistance was provided through the Housing Listening Post, which experienced a year of unprecedented service to communities throughout the state through toll-free calls from people needing help with housing-related problems. At its close on June 30, 1975, because of the lack of continued funding, the Listening Post was operating with a staff of 35 volunteers and was handling 2,400 calls per month.

During FY 1975, the housing staff spent considerable time developing a bill to establish the Washington State Housing Finance Fund which was introduced during the 1975 session of the Legislature. The "Fund" would provide dollars for mortgages to low and low-moderate income families. Due to legal obstacles, however, the legislation remains dormant pending the adoption of a constitutional amendment which would permit the lending of state credit for certain public purposes, including housing.

The housing unit has also published *The Housing Dilemma*, a report outlining problems besetting the state's housing market and predicting a shortage of more than 52,000 single family units by 1980. Chart A shows

housing problems related to income and housing costs, as pointed out in *The Housing Dilemma*.

**A-95 Project Review.** OCD is the state agency charged with the responsibility for providing review of and comment on local proposals seeking federal dollar support. Acting as the A-95 Clearinghouse (named after the federal statute mandating the process) for Washington State, OCD records the proposals and notifies state and local government of their nature and intent. This past year OCD processed 1,787 applications, and as part of a continuing effort by the agency to strengthen areawide planning through activities such as the A-95 review, OCD began to implement Executive Order 75-05, which permits local clearinghouse operations to be carried on by individual counties or on a multicounty basis.

**Washington Partnership.** As stated at the beginning of this section, the Washington Partnership, which seeks to establish a cooperative working relationship between state and local governments, permeates the activities of OCD. Several special projects conducted by the agency assist local community planning efforts and particularly exemplify the Washington Partnership theme. During 1975 these included:

1. **Budget Inquiry Kit** — The opinions of local elected officials obtained through the Budget Inquiry Kit (BIK) process in 1974 served several purposes.

The information was helpful to OCD staff, members of the Legislature and representatives of other state agencies in drafting House Bill 168, the major land use bill introduced during the last legislative session. In addition, local opinions (summarized and published as the *Summary of the Budget Inquiry Kit Process*, January 1975) were provided to the Governor for his use in the preparation of his budget proposal for the 1975-77 biennium.

The Law Enforcement Officers' and Firefighters' Retirement System (LEFF) which had received more criticism from local officials during the BIK process than any other state issue, also clearly defined problem areas in relation to future costs of maintaining the LEFF system and in its administration. At the Governor's request, the 1975 Legislature funded the LEFF system at \$79.5 million for the 1975-77 biennium.

The Budget Inquiry Kit exemplifies most comprehensively what is intended by a Washington Partnership, for it provides the tool whereby local communities may make specific input to the state government decision-making process.

It is for this reason that the project has been renamed the "Washington Partnership Forum" by staff who have made several modifications to the instrument, as they prepare to implement it in FY

1976. The new procedure includes less paperwork for local government participants and features the formation of task forces, when appropriate, bringing together persons from across the state toward the solutions of state/local problems.

2. **Fiscal Note Procedures** — OCD initiated a pilot program during FY 1975 to provide information to the Legislature on the fiscal impact that proposed legislative actions will have on local governments. This service was another significant outcome of the BIK survey, which had pointed out the lack of available financial information on costs borne by local governments as a result of state imposed programs. OCD's local government fiscal note procedure involves the collection and distribution of timely and accurate financial data and analysis of the local fiscal impact of proposed legislation on local governments. A successful activity, the agency plans to continue this program as a permanent, ongoing service to local government.
3. **Washington Partnership Demonstration** — Where the Budget Inquiry Kit and its successor, the Washington Partnership Forum, represent efforts that allow specific input by local officials toward the formation of public policy, one demonstration project conducted in Cowlitz and Wahkiakum counties this last year, represents an attempt at strengthening day-to-day, ongoing interaction between state and local governments.

*The Cowlitz-Wahkiakum Governmental Conference* conducted the Washington Partnership Demonstration Project during FY 1975. With funding and technical assistance from OCD, a major goal of the project was the formation of a citizen participation process in local community decision-making. Through a series of citizen task forces that helped local Conference staff to set project priorities and outline a work schedule, a functional planning effort was proposed and the means was developed for integrating human resources and physical planning within the two counties.

At the end of the year's efforts, seven reports were published (including *Overall Economic Development Plan*, *A Regional Planning System for Cowlitz-Wahkiakum Governmental Conference*, *Aging Plan for the Cowlitz-Wahkiakum Region*, *A Regional Development Guide for Cowlitz-Wahkiakum Region*, *Comprehensive Community Services Plan for Cowlitz and Wahkiakum Counties*, *Community Services Inventory — Everything You Wanted to Know about Community Services*, and *Housing for Cowlitz-Wahkiakum Counties*) and ten local intergovernmental agreements had been adopted to implement the planning program.

#### 4. Special Projects to Assist Local Planning Efforts

— Two projects provided particularly strong support for local community and decision-making efforts in this area during FY 1975.

First was the *North Bonneville Relocation*, for which OCD support for the relocation of the Town of North Bonneville in Skamania County had begun during FY 1974 in the form of financial, legal, and other technical assistance. In FY 1975, the Army Corps of Engineers formally agreed to provide funding to employ a design planning team to work with the townspeople in establishing a plan for the new Town of North Bonneville. Completed on July 1, the plan represents phase one of the relocation process; phase two will complete the detailed engineering and architectural aspects of constructions.

The second project established *coordination of Trident-related activities* in connection with the Department of Defense's construction of the Trident Submarine Base at Bangor in Kitsap County, begun in 1974. Construction of the base will result in very rapid growth of 27,000 new residents to the impact area of Mason, Jefferson, and Kitsap counties. This in turn will generate the need for additional schools, roads, health care facilities, and other services which must be planned and provided within a short period of time, since the base is scheduled for completion by 1985.

OCD established a Trident coordination function in FY 1975 to provide planning services and resources to affected counties within the impact area. Planning grants totalling \$34,000 have been made to Kitsap County to assist in establishing a comprehensive Trident impact planning program. In addition, grants have been provided to Mason and Jefferson counties to evaluate Trident impacts and housing resources. And, through OCD's demonstration grant program, Trident impact planning programs will be funded for FY 1976 in Mason and Jefferson counties.

OCD also serves as the lead agency coordinating activities of other state agencies working to respond to Trident-related needs. These agencies have estimated a need for \$23.2 million over regular budgets during fiscal years 1975-76 to pay for services under their respective areas of responsibility.

**Reservation Planning Assistance Program.** Under HUD "701" funding, OCD conducted a special program in FY 1975 to strengthen planning in the state's Indian reservations and, in doing so, issued contracts to the Hoh, Lummi, Muckleshoot, Nisqually, Quinalt, and Yakima tribes. OCD's Community Planning Division reviewed the federal-state relationship as it pertains to reservations

and discussed major issues with the Governor's Indian Advisory Council. The result of this activity was the transfer of the planning program's administration to the Region X Office of Housing and Urban Development so that the tribes can work directly with the federal government, as they do on other funding arrangements.

**Information Service Center.** OCD's newest service to local governments through the Community Planning Division is the Information Service Center, established in May. The service allows local government officials, planners, and others involved in community affairs to forward their questions and problems to OCD staff by means of a toll-free telephone number, 1-800-562-5677.

Implicit in the operation of the Information Service Center are referral and research services, in addition to direct response. The total services apply to all types of information on technical and financial matters, planning, and government procedures.

## HUMAN RESOURCES DIVISION ACTIVITIES

Formed through the union of nine distinctive program components, the Human Resources Division addresses matters related to employment and training, law and justice planning, drug abuse prevention, poverty, voluntary action, rural legal services, Head Start, and comprehensive health planning.

**Employment Development and Training.** Fiscal Year 1975 saw continued consolidation of federal employment and training programs under Public Law 93-203, the Comprehensive Employment and Training Act of 1973 (CETA). The Act supports job training and employment opportunities for economically disadvantaged, unemployed, and underemployed persons in such a way as to lead them to long-term employment.

CETA funds are awarded to "prime sponsor" areas, which are (1) cities or counties over 100,000 population, (2) combinations of local units, one of which has at least 100,000 (consortia), or (3) a state's remaining political units. State and local officials within prime sponsor areas have the responsibility for administering employment and training programs for their populations.

100,000 population (consortia), or (3) a state's remaining political units. State and local officials within prime sponsor areas have the responsibility for administering employment and training programs for their constituents.

There are eight "prime sponsors" in Washington state, one each in Clark, King-Snohomish, Kitsap, Pierce, Spokane, and Yakima counties, the City of Tacoma, and the "Balance of State" or the remaining 32 non-metropolitan counties. OCD's Employment and Training Office administers the Balance of State prime sponsorship activities. Each prime sponsor receives funding for



CETA programs directly from the U.S. Department of Labor.

In carrying out its "Balance of State" responsibilities in FY 1975, OCD staff worked closely with 13 area planning boards and a state-level advisory body, the Employment Development Planning Advisory Council. It also provides staff support to a second statewide board, the Employment Development Services Council, which is comprised of representatives from all eight prime sponsor areas in the state and is charged with coordination of policy issues in the entire CETA program. During FY 1975 over 12,000 individuals in the Balance of State area were provided with training or employment under CETA funding. A breakdown of activities and cost is provided in Chart B.

**Law and Justice Planning Office.** The Law and Justice Planning Office (LJPO) received \$15.6 million from the federal Law Enforcement Assistance Administration (LEAA) in 1975 to support statewide criminal justice and law enforcement planning both at the state and local community levels. (Major projects are described in Chart C.)

In carrying out its responsibility to coordinate law and justice planning throughout Washington State and to administer LEAA funds to communities to support those activities, the LJPO placed priorities on activities aimed at crime prevention and evaluation of current efforts.

The standards and goals evaluation activity was designed to inventory laws, statutes, and ordinances governing the criminal justice system, and to seek comments and opinions from citizens, special interest groups, and criminal justice agencies. FY 1976 will see results from this activity which will serve as the basis in planning more effectively to combat an ever-increasing crime problem in this state.

Also in 1975 the State Law and Justice Committee was reconstituted under a new name, the Governor's Committee on Law and Justice, and a major reorganization in the Committee's functions and structures was accomplished to better enhance its responsibility to set goals and objectives and to advise the Governor on criminal justice matters.

In addition, the Governor's Juvenile Justice Advisory Committee was established to help develop policies toward implementation of the federal Juvenile Justice and Delinquency Prevention Act of 1974 in Washington state. This 21-member body, one-third of whom are under 26 years of age as the Act requires, will play a key role in enacting this new law, which focuses on the diversion of potential youthful offenders from contact with the law and treating those who do encounter the justice system through community-based services, rather than in institutions.

FY 1976 will include further developments in the area

of juvenile justice, a new security and privacy plan aimed at uniformity and confidentiality for information/computer systems, and the adoption of new criminal justice standards statewide.

**Drug Abuse Prevention Office.** The central focus of the Drug Abuse Prevention Office (DAPO) is to develop a comprehensive, statewide system for preventing drug abuse. Applied at both state and local levels, this effort ties federal, state, and local activities in drug abuse prevention into a three-way partnership that addresses treatment, rehabilitation, education, training, and primary prevention but excludes issues related to the interdiction of drug traffic.

Fiscal Year 1975 saw a concerted effort by DAPO in the development of the *Second Year Comprehensive Master Plan for Drug Abuse Prevention*, both an informational reference and the major work plan for DAPO staff.

Other activities last year included (1) support for intermediate school district programs (\$163,000), coordinated by the Superintendent of Public Instruction and aimed at drug abuse education; (2) establishment of community task forces to work with criminal justice and mental health services in designing diversions programs; and (3) technical and financial (\$18,000) aid to planners in rural areas as they develop annual drug abuse prevention plans.

**Comprehensive Health Planning Office.** In addition to providing \$130,000 per year in financial support to regional health planning agencies, the State Comprehensive Health Planning Office (CHP) provides technical and advisory aid to its regional agencies. The State Certificate of Need Law and federal legislation also require state CHP assistance in the process of review and comment on proposed capital expenditure projects. At the present time there are 14 regional CHP organizations which oversee planning for health services in this state.

One major policy activity in FY 1975 was participation in the development and subsequent implementation of the National Health Planning and Resources Development Act of 1974 (PL 93-641). This act calls for the creation of a new health planning system that will determine if health services and facilities are available in adequate quantity, location, quality, and reasonable cost to meet individuals' health care needs. CHP will continue to be directly involved in establishing the state and regional health planning organizations required by the new law.

CHP also participated in a study of the state's potential role in a program to alleviate "catastrophic" or extremely severe financial care costs resulting from illness. In addition to staffing the task force which implemented the study, CHP personnel helped to draft the Governor's executive request on the issue, House Bill 549, which is currently being considered by the Legislature.

CHP staff are aided by the State CHP Advisory Coun-

cit, public support developed through public meetings, and local government officials.

**Office of Economic Opportunity.** As a result of Congress' passage of the Community Services Act and its enactment into law in January, the Washington State Office of Economic Opportunity adopted the name of Community Services Unit (CSU). The federal Act extended the life of Community Action Agencies and the State Office of Economic Opportunity for three years and authorized a continuation of the antipoverty effort, under the new name of Community Services Administration.

CSU continued its responsibilities for providing training and technical assistance to organizations such as the state's Community Action Agencies, which are either community-based nonprofit corporations or agencies of local government which serve the interests of low-income people. Staff analyzed state and federal legislation for its implications for low-income persons, and emphasized joint community-state government planning, particularly in the area of human resources services.

In cooperation with Community Action Agencies and other appropriate state and local groups last year, CSU established statewide programs in energy conservation, rural legal services, and nutritional awareness by obtaining staff positions (funded under the Comprehensive Employment and Training Act — see above) for the Community Action Agencies, and providing informational and administrative assistance thereafter.

**Office of Voluntary Action.** With over 710,000 persons serving in volunteer capacities in Washington's communities, the State Office of Voluntary Action (OVA) serves as an advocate of volunteer activities and provides technical assistance to organizations using volunteers.

During the Spring of 1975, OVA staff received support from the Washington Commission for the Humanities to conduct Volunteer Week '75, which included a series of statewide events to stimulate volunteer activities. Cosponsored by the State Board for Community College Education, Superintendent of Public Instruction, State Library, League of Women Voters, Common Cause, and the Council of Jewish Women, the week's final activity was a conference held April 26 in Seattle, where keynote speaker Willard Wirtz, former U.S. Secretary of Labor, described Washington's reputation for citizen involvement in communities as a "model and inspiration to the rest of the nation."

Other major accomplishments in FY 1975 included work toward the passage of legislation (Chap. 51.12.035, Revised Code of Washington) that allows units of local government and private nonprofit organizations to provide medical aid insurance for volunteers through the state's workmen's compensation program; assistance with workshops for 1,500 volunteer program managers and resource people; and technical assistance to many of

the 22 other states undertaking the development of voluntary action offices through federal ACTION grants.

#### **Child Development Planning Project and Head Start.**

The Child Development Planning Project and State Head Start office operated as a single program unit until June 30, when the Legislature elected not to continue funding for the Child Development portion of the activities, which had begun under federal sponsorship.

During FY 1975 the State Head Start office, which continues to operate under state funding, coordinated Head Start activities in 33 communities participating in the program. Coordination includes the administration of funds that support preschool educational, nutritional, and other services to over 3,700 children and their families.

Major work undertaken by the Child Development Planning Project had included the coordination of an Interagency Task Force on Child Development, which sponsored a study on the early periodic screening, diagnosis, and treatment of children's illness or problems; a second study researching the nutritional needs of women, infants, and children; and development of a proposal identifying licensing problems associated with day care and other children's centers as well as possible solutions.

In addition the CDPP began an assessment of the needs of children and families in local communities, coordinated VISTA workers who assist with development of children and family services and community education in the counties; and provided information on program and legislative developments to Head Start and child development groups throughout the state.

**Legal Services.** The Legislature appropriates funds to OCD for the purpose of providing financial assistance to Legal Service programs throughout the state. State funds are awarded on a matching basis to legal service organizations which receive an equal amount of support from units of local government, community organizations and civic groups, or federal agencies.

During FY 1975 this partnership arrangement provided financial support to Walla Walla County Legal Aid, Legal Services Association of Thurston-Mason Counties, Northwest Washington Legal Services, Pierce County Legal Assistance Foundation, Spokane County Legal Services (for Spokane, Grant, Adams, Ferry, Stevens, and Pend Oreille counties), Yakima County Legal Aid, Benton-Franklin Legal Aid Association, and Clark County Legal Assistance.

Legal services are available to low-income persons requiring legal assistance with any problems except those related to criminal acts.

### **MANAGEMENT SERVICES DIVISION ACTIVITIES**

Budget and accounting support for OCD staff and

community projects funded through OCD, is provided by the agency's Management Services Division. In addition to serving in this administrative and management function, the Division reports OCD's fiscal operations as required by law and also administers the two programs described below.

**The Indian Economic Assistance Program** is charged with helping to create long-term employment for reservation Indians by administering state funds to support training and to serve as "seed monies" for business enterprises to use in securing additional grants and loans. During the 1973-75 biennium \$1.5 million appropriated by the State Legislature for these purposes was used for raising an additional \$9.8 million from federal agencies, foundations, and corporate private sources for the state's 22 participating tribes.

Washington is the only state in the nation that sponsors a program to address Indian reservation development so that high unemployment rates on reservations can be reversed and Indian peoples may establish stronger economic communities and self-sufficiency.

With self-determination and tribal cooperative development as basic themes of the participating tribes, reservation economic activity in FY 1975 included continued success by the Yakima tribe's Mt. Adams furniture manufacturing and marketing business, the Kalispels' box manufacturing industry, and the Swinomish's salmon cannery. Other efforts involved cultural and social developments, education, parole-probation, and child development.

The administration of **Title I of the Higher Education Act** represents the second of the programs carried on by the Management Services Division, and concerns the disbursement of grants derived under Title I for colleges and universities to assist in the solution of community problems. The focus of this effort is serving the continuing education needs of out-of-school adults as the needs relate to specific community issues.

During FY 1975 Title I staff and its Advisory Committee gave priority consideration to community projects that involved citizens in learning and/or problem-solving activities. Second year projects funded under Title I included several activities associated with the North Bonneville Relocation, the Paschall Sherman Indian School Board Training, and eight women's programs (at University of Washington, and Bellevue, Clark, Edmonds, Everett, Highline, North Seattle, Olympic, and Whatcom community colleges).

Newly funded projects included seven that stressed re-entry options for women (Green River, Lower Columbia, Seattle Central, South Seattle, Shoreline, Skagit, and Walla Walla community colleges), a center for urban studies (operated in City Center Seattle by Fairhaven College of the Western Washington State College), community education for planning (University of Wash-

ington), economic resources development in minority businesses (University of Washington), and interagency problem solving (Yakima Valley College and City of Yakima).

Management Services Division also began a special effort during FY 1975 to augment its regular support to OCD programs in the management of grants to local communities. These activities produced several workshops for local government agencies on the subject of "grants management," the assignment of fiscal staff to work with individual agency programs, and a reporting system to assist OCD program administrators and local grantees in implementation of and accountability for contracts.

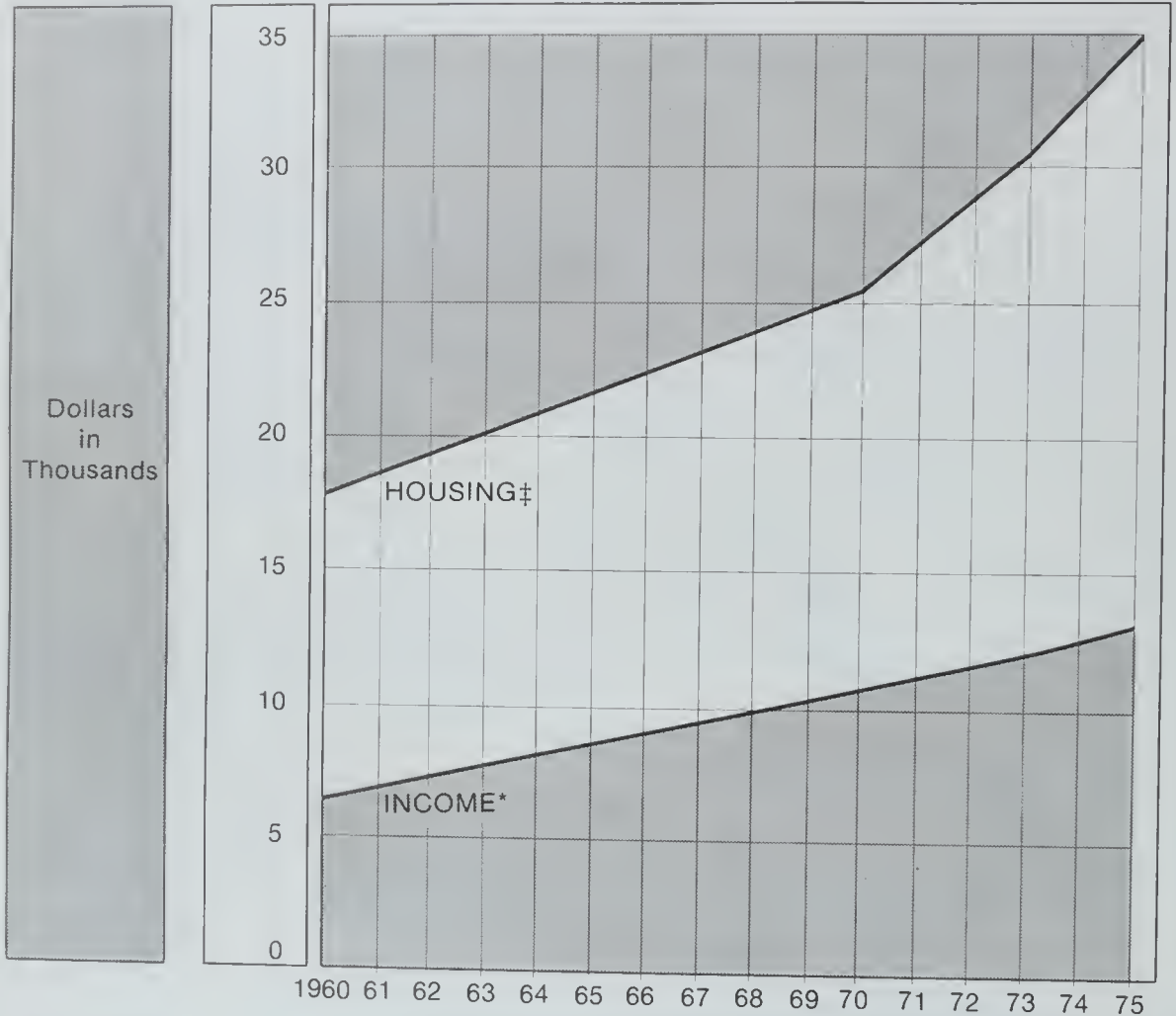
### Looking Ahead: OCD's Goals in 1976

With the new biennium underway, the Office of Community Development looks forward to continued work with local government, state agencies, and community organizations in further articulating the concept of a Washington Partnership.

OCD will extend its services to local governments and other audiences through:

- Implementing the Washington Partnership Forum;
- Defining the role of local government in the integration of human resources programs;
- Synthesizing planning procedures in the state by continuing to work with local government in implementing the Substate District Policy;
- Achieving specific objectives for the reduction of crime and the improvement of the criminal justice system;
- Redefining health planning, in accordance with the recently enacted PL 93-641;
- Assessing the need for legislation to allow local or state agencies to become more responsive to public need;
- Increasing information services to communities in the state, as well as state government;
- Working to ensure that the needs of special populations, such as the low-income, elderly, handicapped, and minority are considered in relationship to programs and services administered by the agency; and
- Encouraging the active involvement of all citizens in community service and governmental operations.

# CHART A. MEDIAN SALES PRICE OF NEW HOUSING AND MEDIAN INCOME IN WASHINGTON 1960-1975 (EST.)



\*Since wage demands have increased to compensate for inflation, an approximate average of 9½% had been used to estimate the median increase in incomes for 1975

†Since housing costs tend to rise at a rate at least comparable to the inflation rate, the figure of 11% has been used to estimate cost increases in new construction

Source: The Office of Community Development and the *Components of Housing Need*, Jan., 1975, p. 25



## CHART B. DISTRIBUTION OF CETA FUNDS—FY 1975 IN WASHINGTON'S BALANCE OF STATE PRIME SPONSOR AREA

Title of CETA	Description	Number Served through 6/30/75	Accrued Expenditures through 6/30/75
—Title I	Employment and Training	3,786	\$3,052,014
—Title II	—Public Service Employment —Public Service Careers Program	2,510 61	6,581,239 134,326
—Title VI	Emergency Jobs Program	939	2,325,196
—Title III	Summer Program for Employment of Disadvantaged Youth —Summer '74 —Summer '75 (through 6/30/75)	 2,803 1,982	 1,611,900 327,512
—Governor's Grant	—Vocational Education  —State Employment Development Services Council —State Employment Development Services (statewide programs)	Included in Title I above  NA 368	 624,126  193,100 319,774

## CHART C. EXAMPLES OF CRIME REDUCTION EFFORTS DURING FY 1975

Project	Description	Funding
I. CONSUMER FRAUD UNITS A. King County  B. City of Seattle	King County White Collar Crime funds the Prosecutor's office to investigate and prosecute major consumer fraud crimes.  A City of Seattle bureau monitors false advertising, violation of peddler's ordinances and similar crimes that amounted to 187 charges from January-June, 1975.	\$50,000  50,000
II. BURGLARY REDUCTION A. City of Seattle  E. City of Auburn	Detective investigation, single fingerprint and offender identification projects contribute to more successful apprehension.  Organized community activities in neighborhood watch, property identification, and security checks thwart robberies in community.	322,300  28,700
III. RAPE REDUCTION A. City of Seattle  B. City of Spokane	Harborview Hospital and the University of Washington YWCA provide victim advocacy through the investigation and judicial processes and provide education on avoiding and responding to rape crimes.  Based on Seattle model, this project has added police training.	74,500 25,000
IV. JUVENILE DIAGNOSTIC SERVICES DSHS Community Diagnostic	DSHS has established four centers that operate in conjunction with county juvenile courts toward the practical treatment of youth crimes.	133,500
V. DRUG TREATMENT  Spokane Family House	Residential treatment facility operates for serious drug offenders.	50,000





# Department of Employment Security

Norward J. Brooks, Commissioner

## OVERVIEW

The 1975 fiscal year brought greatly increased involvement between local government throughout the state and the Employment Security Department, primarily through the Comprehensive Employment and Training Act (CETA). At the same time new federal laws made more people eligible for unemployment insurance including many groups who heretofore were not eligible. The heavy drain of a continuing large claims load necessitated additional federal loans to augment the State Unemployment Compensation Fund.

Particular efforts were made to focus all of the resources and technical skills of Employment Security upon basic job placement and related services. The concerted drive for maximum job listings was undertaken to benefit all applicants, with particular emphasis being placed upon returning the unemployment insurance claimant to employed status and reducing the strain being placed upon the Unemployment Compensation Fund.

Recovery from the recession of 1970-1972 in Washington State gave way in the last half of Fiscal Year 1975 under the influence of the national business recession; and by the end of the fiscal year, unemployment in the state had reached levels experienced in the 1970-1972 period. On an annual average basis, total employment rose 39,600 between fiscal 1974 and 1975 while total unemployment moved up 8,600 to a level of 122,000, 8.0 percent of the labor force. The annual average data for fiscal 1975, however, were helped by a strong first half which masked the extent of the downturn in the final six months.

At the end of the first half of fiscal 1975 (December 1974), total employment in the state was 39,800 higher than one year earlier and total unemployment was 7,400 under its year-ago level. By the end of fiscal 1975 (June 1975), employment was only 14,800 higher than one year before; and unemployment totaled 158,700 (9.7 percent of the labor force) which was 49,500, or 45 percent, above its year-earlier level. Moreover, the 14,800 employment increase at year's end occurred largely in agriculture. Nonfarm payroll employment was up only 6,100; and had it not been for federal programs providing temporary jobs for the unemployed, payroll employment would have shown a year-to-year loss. Manufacturing employment in June 1975 was down 10,500 over the year. Lumber-wood products and transportation equipment experienced the largest cutbacks, but losses were general throughout basic industries.

The precipitous decline in the state's economy in the last half of Fiscal Year 1975 resulted from the nationwide recession which lowered demand for goods manufactured in Washington, especially lumber-wood products, and aircraft and metals-machinery. Although state and local efforts to cope with the recession are important, full recovery will depend upon improvement in the national economy.

## CETA Title II and Title VI

With the passage of the Comprehensive Employment and Training Act of 1973 and the Emergency Jobs Act of 1974, a significant social service program of Public Service Employment was initiated. The purpose of the Public Service Employment program is to reduce unemployment by placing workers in governmental and private nonprofit agencies. This goal is to be accomplished by providing jobs that meet public service needs.

The Employment Security Department has primary PSE administrative responsibility for the area represented by counties with populations less than 100,000 and for state agency activity within the larger counties.

Participants in CETA Public Service Employment must meet certain program eligibility requirements and must qualify for the job under personnel rules in effect at the employing establishment. Program eligibility requirements necessitate that the applicant be underemployed or unemployed, and that an individual to be considered for participation be a resident of the county for which financial allocations have been made.

So as to enhance the employability of participants under CETA, resources are provided under the Act for training that would be of benefit to obtain unsubsidized employment. Financial resources have also been set aside to provide needed supportive services. These are defined as services necessary to enable individuals to obtain employment, retain employment, contribute to the employability of participants, enhance their employment opportunities, and facilitate the movement of participants into permanent employment not subsidized by CETA.

An important goal of the program is to provide for a maximum number of jobs that will lead to regular unsubsidized employment. To achieve this objective, ES staff have directed substantial effort to the development of improved systems for the summarization of participant demographic information and for the management of financial resources within the requirements of state

and federal law. Combined with the innovations in management systems for program management, ES administrative personnel in cooperation with the Office of Community Development have maintained an extensive program of monitoring and agency evaluation to insure compliance with federal regulations and state policy.

### **Emergency Employment Act (EEA)**

Since its inception in 1971, the Emergency Employment Act has provided jobs in various governmental sectors of the economy. Allocations to states, counties, and cities were developed in relation to unemployment rates, and were intended to provide transitional jobs for the unemployed until such time that participants could be transitioned into unsubsidized employment.

With the implementation of CETA, a number of the activities financed under the Emergency Employment Act have been incorporated into CETA. This change in federal program emphasis has been made so as to improve the concept of public service employment inaugurated under the Emergency Employment Act and to make PSE more responsive to the needs of the community.

By the end of the fiscal year, the program operating under EEA had been diminished to funding for 100 participants. Final termination of activities under EEA is to be accomplished by September 15, 1975.

### **CETA Title I**

Title I of the Comprehensive Employment and Training Act of 1973 offers economically disadvantaged, unemployed, or underemployed individuals job training, employment opportunities, and other services needed to enable them to secure and retain employment at the individual's maximum capacity. Program activities are primarily directed toward the placement of individuals in unsubsidized employment.

The Employment Security Department through contracts with prime sponsors (State of Washington and units of local government representing communities with populations of 100,000 or more persons) provides various types of manpower activities and services. Among the services provided to participants are outreach, intake, and assessment for employability development including counseling, testing, and job placement.

Selection and referral to classroom training, including follow-up and placement after completion, are services provided. Classroom training consists of vocational training conducted in an institutional setting designed to provide individuals with the technical skills and information required to perform a specific job or group of jobs. Training may also include basic education or English-as-a-Second Language. Skill training must be in occupations for which there is a reasonable expectation of employment. Allowances are paid to eligible individuals enrolled in classroom training. The allowance pay-

ment system includes cross-checking for unemployment insurance benefits and public assistance grants.

Subcontracting with private or public employers for on-the-job (OJT) training including selection and referral of trainees is another service provided to prime sponsors. OJT is training conducted in a work environment designed to enable individuals to learn a bona fide skill and qualify for a particular occupation through demonstration and practice. OJT may involve individuals at the entry level of employment or be used to upgrade individuals into occupations requiring higher skills. Payments are made to employers as reimbursement for the cost of training.

Supportive services which are needed to enable individuals to obtain employment, retain employment, or participate in other activities funded under this Act are among the department functions. Such services include but are not limited to the following: health care and medical; child care; cost of work-enabling tools, equipment, or clothing; work-related licensing fees; and other expenses such as transportation, meals, and lodging required to maintain individuals until wages or allowances are paid to sustain them.

Subcontracting for subsidized Public Service Employment with public and private nonprofit employers is carried out only on a limited basis since most CETA Title I funds are expended for training and other client services.

### **Manpower Development and Training Program (MDTA)**

The Manpower Development and Training Act of 1962 came to an end June 30, 1974. The main purpose of MDTA has been to provide vocational training to individuals for whom training is necessary in order to obtain suitable employment. This activity is continuing under the Comprehensive Employment and Training Act of 1973. Trainees still enrolled under MDTA will be allowed to continue to their scheduled completion dates under previously obligated MDTA funds or by transfer to CETA financing. Less than 115 trainees remain in MDTA training.

### **Work Incentive Program (WIN)**

June 30, 1975, marked the completion of six years and nine months of the operation of the Work Incentive Program (WIN). The program is a federally funded effort to assist recipients of Aid to Families with Dependent Children (AFDC) in moving into meaningful employment through provision of such services as job placement, on-the-job training, public service employment, work experience, training, counseling, supportive services, and follow-up.

During Fiscal Year 1975, the program continued to operate under the 1971-enacted provisions of the Tal-



madge Amendments, which placed more emphasis on job development and placement, on-the-job training, and public service employment rather than institutional training. Training remains a moderate part of the program for those individuals who have limited or no marketable skills with which to compete in the labor market.

The Revenue Act of 1971 continues to have appeal for employers in the business sector, as 733 eligibility declarations for the tax credit were issued during the year. The Act permits an employer who hires a WIN participant a special federal income tax credit of 20 percent.

Employers, in both the private and public sectors, have cooperatively participated in on-the-job training, public service employment, and direct placement employing a total of 5,518 individuals during the fiscal year at an average annual wage in excess of \$6,500.

### **Rural Manpower Services**

The department strives to make the full range of manpower services available to all farmworkers, migrant workers, and rural residents. Within the constraints of federal funding, our objective is to provide job registration, job placement, counseling, and referrals to training to rural residents on an equal basis with nonrural residents. Many local offices employ bilingual staff to assist Spanish-speaking clients in providing needed services. Some services are provided directly and others by referral to appropriate agencies. The department provides a placement service to farmworkers and employers throughout the year through local and satellite offices. Additional services are provided in crop-intensive areas during harvest season by mobile employment offices.

For persons who have a grievance against employers, the Employment Security Department, or other public agencies, a complaint procedure has been implemented. Aggrieved persons may file their complaints with local offices. Many are resolved there, others are forwarded to the Central Office or other agencies for resolution.

In order to insure compliance with various directives and guidelines that have been promulgated to implement a federal court order and various U.S. Department of Labor regulations, a Monitor/Advocate system has been implemented. The role of the Monitor/Advocate is to see that the state's monitoring system is operational and effective. In addition, the Advocate is a positive force in encouraging changes in the delivery of rural services.

During Fiscal Year 1975 nearly 3,000 former agricultural workers received 1.5 million dollars under provisions of the Special Unemployment Assistance Program (SUA).

### **Employer Services**

Service to the employer community has and will continue to receive high priority. Employer contact in per-

son, by telephone, by mail, through television, radio, and newspaper advertising, has been intensified. The purpose of this program is to insure that employers are aware of all services which are currently available.

Employer contact activity is coordinated and controlled to provide face-to-face contact with employers who may not be familiar with the variety of services which are available. Telephone contact is used to maintain communications with employers who are familiar with the service, using the local offices as a recruiting resource. Mail, television, radio, and newspaper ads are used to remind employers and job-seeking applicants that this department is ready to serve the entire community.

The department is participating in a nationwide campaign to publicize the "JOB SERVICE" which is available to the employer community, and to applicants of all skill levels. This public relations campaign is long-range in concept, designed to inform employers and job applicants by television, radio, and newspapers that "JOBS FOR PEOPLE, PEOPLE FOR JOBS" is the department's basic mission.

The department has developed and put into operation a "Plan to Develop Maximum Job Listing by Employers." The purpose of the plan is to solicit maximum job listings from employers in order to increase our ability to: (1) refer more UI claimants to suitable jobs, returning them to suitable employment and removing them from UI benefits; and (2) provide job openings to use in conducting "Work Availability Tests" of claimants drawing benefits. The benefits employers may gain from participation in this plan are: (1) reduction of the drain on the UI Trust Fund; (2) reduction of the time claimants draw UI benefits; (3) improved monitoring of claimant eligibility; (4) reduced necessity for further increases in payroll taxes; (5) maximum exposure to job openings through a local area, statewide, and national recruiting service.

### **Job Information Service**

The job information service, which was designed to provide improved and more up-to-date job information to as many job seekers as possible, has been intensified to provide wider exposure of job openings throughout the state. This method of delivering more effective placement service has been of increased benefit to applicants, to the employer community, and to the economy of the state. The department has intensified a program to improve the physical image of the local offices and to ease the discomfort of the job seeker in the already uncomfortable situation of being unemployed. Progress has been made in establishing a more relaxed hospitable atmosphere, not only in job information centers, but in the entire office area. Local office management is encouraged to exercise as much initiative and imagination

as possible to improve the exterior and interior appearance of their offices.

Increased emphasis has been given to improving the amount and quality of job information designed to assist job-ready applicants in conducting their own job search and self-screening. This in turn permits professional local office staff personnel additional time to conduct intensified employability development service for the applicants who require personalized services.

During Fiscal Year 1975 increased attention has been directed to the development and distribution of specific information designed to provide job seekers with guidelines of how to plan and conduct an effective job search. This information includes preparing lists of vocational achievements and goals, resumé writing, letter writing, preparing for the job interview, grooming and personal appearance. This, along with the improved and expanded job information which is available locally, has contributed effectively to meeting the needs and desires of qualified workers. Improved service has attracted an increasing number of qualified applicants to the local offices, enhancing our ability to meet the needs of employers in the community.

#### **Job Bank**

In Fiscal Year 1975 Video 370 Remote Terminals were installed in most local offices across the state. Data are transmitted via these Remote Terminals to a centralized computerized facility each day for processing. This eliminates the time required to send documents by mail and increases the efficiency of the Job Bank/Reporting System. An increase in Job Bank productivity for Fiscal Year 1975 is partially attributable to the new system. The number of job placements increased from 144,124 in Fiscal Year 1974 to 156,309 in Fiscal Year 1975, for an 8.5 percent increase.

The Computer Output Microfilm (COM) continues to be a very useful tool for all Employment Security local offices. All job openings are compiled into six regional Job Bank listings and transmitted daily to each local Employment Security office. Each office receives copies of its regional Job Bank and Job Banks from surrounding areas. Once a week, a complete statewide Job Bank microfiche record is mailed to the local offices. Job Bank microfiche are also distributed to other organizations utilizing Job Bank information; e.g., libraries, high schools, colleges, and certain other state agencies.

Job Bank is a placement tool. It replaces the former method of providing copies of job orders to professional interviewers who, upon interviewing an applicant, selected the job opening which the interviewer felt might be of interest to the applicant. The Job Bank system makes all job openings available to all job seekers. The microfiche are available in special viewers which enable the applicant to inspect the listings. Based upon indi-

vidual needs, abilities, and circumstances, the applicant may select the specific openings to discuss with the interviewer.

With the provision of Job Banks from several areas at each local office, an applicant is not restricted to the job information from one office, but has direct daily access to jobs throughout a large geographic area and statewide job openings on a weekly basis.

#### **Veterans**

Veteran activities remain a major concern with the ending of the Vietnam conflict and the increased number of unemployed veterans. Special emphasis is being placed on finding employment for disabled, female, youth (20-24), and minority veterans. The Employment Security Department is working closely with the Veterans Administration, the National Alliance of Businessmen, and the Governor's Jobs for Veterans Task Force to increase productivity and to improve the services available for veterans.

In continuing efforts to bring employers and veterans together, the department remains active in the concept and organization of the Jobs for Veterans Task Force. State and local Employment Security staff are active on these task forces and lend their cooperation and assistance to veterans entering the civilian economy. The Governor's Jobs for Veterans Task Force added the following new activities; 1) holding Veterans Employment Seminar Programs (VESP) on interviewing techniques to better equip veterans in their job search, and 2) Project Veteran ('75) employer meetings, a program designed to encourage employers to consider the employment of veterans.

Through a cooperative program between the Veterans Administration, the National Alliance of Businessmen, and the Employment Security Department, unemployed disabled veterans in Washington State are being identified, placed on miniprofiles and circulated to employers throughout the state. Those disabled veterans in need of further training are placed in touch with the Veterans Administration. The Agency is continuing to provide the Veterans Administration with names of veterans who have either exhausted unemployment compensation or have been unemployed for thirteen or more weeks. In addition, local office staff are making follow-up contacts with these veterans to provide additional opportunity for training and employment.

Federal and state mandatory listing programs, which require companies holding federal and state contracts to list job openings with the Employment Security Department, continue to result in increased placement opportunities for veterans. The Employment Service veteran placement total reached 30,137 during 1975, an increase of 2,830 over the previous year. Veterans continue to be enrolled at a high percentage in various training programs administered by the Agency.

### Operation MEDIHC

The Department is entering its third year of operating under a contract from the United States Public Health Service. During the last year operation MEDIHC (Military Experience Directed Into Health Careers) has averaged approximately 270 former service persons seeking health careers; 191 of whom have been placed in health-related occupations or have enrolled in educational courses. The major thrust of MEDIHC is to match veterans with health occupation employers. This is accomplished by two methods; 1) job development visits to most major employers in the health industry, and 2) each month a list of the available veterans is sent to health occupation employers along with a brief resumé of their qualifications. Continuing efforts are also being made to get applicants into educational programs and to help them receive academic credits or occupational licenses based upon their military training and experience.

### Unemployment Insurance

The depressed economy experienced nationally and in the state continued to be evidenced by the high rate of unemployment. However, from a relative point of view, the impact on this state was somewhat less than that in other areas of the nation.

The financial support provided to the state's economy is reflected in the more than \$271 million paid in benefits during the 1975 Fiscal Year. Over 204,000 individuals received some kind of unemployment insurance benefits during the year. The average payment to unemployed claimants was about \$68 per week. Due to various amendments to federal laws the "extended" benefit program was in effect during all of the 1975 Fiscal Year. This action offered assistance to those formerly employed persons who were unable to find employment during the time they were drawing their regular benefits. Additionally, the Special Unemployment Assistance Act passed by Congress during the 1975 Fiscal Year provided about \$4 million in unemployment benefits to nearly 8,700 persons not previously covered by the unemployment insurance program.

The Unemployment Insurance Benefit Trust Fund

ended Fiscal Year 1975 with a deficit of approximately \$50 million.

### Looking Ahead

During Fiscal Year 1976 the Employment Security Department will emphasize a drive to secure the maximum number of job listings for the Job Bank and Job Information Centers located throughout the state. This, in turn, will facilitate greater productivity in the priorities of job placement and, through the application of job tests, the continuing integrity of the Unemployment Insurance program.

The Comprehensive Employment and Training Act assures continuing involvement with local governmental units throughout the state in the provision of manpower services. With an existing network of local offices of long standing and developed Job Bank and Job Information Centers, the department can participate in locally developed programs in any area of the state.

In addition to administering the basic 26-week unemployment insurance program, the Employment Security Department will continue to operate four concurrent federal unemployment insurance programs; Extended Benefits, an extra 13 weeks extension (to a total of 39 weeks); the Federal Supplementary Benefits program, another 13 weeks (that extends benefits to 52 weeks); the Federal extension of FSB enacted June 20, 1975 lengthening job insurance benefits to 65 weeks; and the Special Unemployment Assistance program, that provides benefits of up to 26 weeks for unemployed workers not covered under any other state or Federal Unemployment Compensation program and which has been extended another 13 weeks. The first extension program (Extended Benefits) is funded 50 percent by federal monies, and the other three programs are 100 percent federally financed.

The mission of the Employment Security Department is to promote the economic well-being of the state. In fulfillment of its mission, the department will help develop maximum employment, support the maintenance of purchasing power of the unemployed worker and attempt to bring about more effective functioning of the labor market in order to contribute to the state's economic growth.

# EMPLOYMENT SERVICE STATISTICAL SUMMARY

	Fiscal Year	
	1974	1975
General	267,629	271,411
New applications for work .....	16,532	15,834
Counseling interviews .....	8,049	8,426
Individuals counseled .....	97,220	119,464
Nonagricultural Job Openings Received .....		
Job Placements	69,315	84,491
Nonagricultural .....	74,809	71,818
Agricultural .....		
Employer Contacts	41,077	69,553
Nonagricultural visits .....	42,852	51,096
Nonagricultural telephone contacts .....	6,782	7,285
Agricultural visits .....		
Activities Related to Disadvantaged Persons	44,876	49,313
Intake .....	4,266	3,957
Individuals counseled .....	4,338	4,359
Enrollments in training .....		
Placements, individuals	10,131	13,473
Nonagricultural .....	5,884	6,810
Agricultural .....	1,986	2,364
Job development contacts .....		
Manpower Programs	2,230	243
MDTA-Institutional .....	5,153	7,914
Work incentive program (WIN) .....	1,411	1,322
Public employment program (EEA) .....	1,309	NA
Jobs optional program .....		



PUBLIC EMPLOYMENT PROGRAM<sup>a</sup>

Characteristics	Cumulative Participants		Cumulative Terminations				All Other	
			Unsubsidized Jobs		Training & Services			
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total	8,188	100.0	3,157	100.0	2,036	100.0	2,780	100.0
Sex								
Male	5,346	65.3	2,124	67.3	1,280	62.9	1,827	65.7
Female	2,842	34.7	1,033	32.7	756	37.1	953	34.3
Military Service								
Special Veteran	736	9.0	316	10.0	160	7.9	236	8.5
Vietnam Era Veteran	1,849	22.5	738	23.4	447	22.0	645	23.2
Other Veteran	858	10.5	409	13.0	149	7.3	288	10.4
Non-Veteran	4,745	58.0	1,694	53.6	1,280	62.8	1,611	57.9
Ethnic Group								
White	6,071	74.1	2,556	81.0	1,416	69.5	1,962	70.6
Black	586	7.2	145	4.6	156	7.7	256	9.2
Oriental	164	2.0	45	1.4	40	2.0	62	2.2
American Indian	878	10.7	257	8.0	276	13.6	296	10.6
Spanish American	403	4.9	118	3.8	108	5.3	158	5.7
Other	86	1.1	36	1.2	40	1.9	46	1.7

<sup>a</sup>Participants of the public employment program under the Governor's grant, by characteristic, for the period August 1971 through June 30, 1975

PUBLIC EMPLOYMENT PROGRAM<sup>a</sup>

Category	Amount	Percent
1. Participant wages .....	\$34,340,458	84.08
2. Participant benefits .....	5,084,739	12.45
3. Training .....	7,184	.02
4. Other services .....	4,222	.01
5. Administration .....	1,403,532	3.44
Total Federal Funds .....	40,840,135	100.00
State Matching Funds .....	6,529,167	
Total Expenditures .....	47,369,277	

<sup>a</sup>Accrued expenditures under the Governor's grant from public employment program funds for period August 1971 to June 30, 1975

## WORK INCENTIVE PROGRAM FISCAL YEARS 1974 AND 1975

	Fiscal Years	
	1974	1975
Participants, beginning of fiscal year .....	3,884	3,581
New participants entering program during the fiscal year .....	5,153	7,914
Total individuals leaving participation during the fiscal year .....	5,456	6,775
1. Employability plan completed .....	2,440	2,680
2. Other reasons .....	3,016	4,095
Participants, end of fiscal year .....	3,581	4,720
1. Awaiting assignment .....	426	565
2. In orientation .....	1,036	1,606
3. In training .....	482	440
4. In non-WIN funded work or training .....	97	617
5. Public service employment .....	148	110
6. On-the-job training .....	180	87
7. In job entry .....	1,212	1,295
Total participants in WIN since inception of the program (September 1968) .....	20,392	28,306
Number of participants entered on a job this fiscal year .....	3,655	4,593
Number of participants entered on a job since inception of the program (September 1968) ..	10,620	15,213
Average annual salary of participants completing the program this fiscal year .....	\$6,094	\$6,573
Number of individuals removed from public assistance during the fiscal year .....	2,553	3,189
Number of individuals receiving reduced public assistance during the fiscal year .....	2,064	2,329

## MANPOWER DEVELOPMENT AND TRAINING ACT SUMMARY INFORMATION—FISCAL YEARS 1974 AND 1975

	Fiscal Year	
	1974	1975
New Enrollments		
Institutional .....	2,230	243
On-the-job training .....	119	221
Completions		
Institutional .....	784	1,372
On-the-job training .....	45	224
Training Allowances		
Training payments .....	\$2,886,919	\$1,314,400
Subsistence payments .....	\$ 61,120	\$ 31,397
Travel payments .....	\$ 148,621	\$ 62,666
Reimbursable .....	\$ 300	\$ 0

## UNEMPLOYMENT INSURANCE

State Unemployment Insurance Program	Fiscal Year	
	1974	1975
Potential beneficiaries <sup>a</sup>		
Actual beneficiaries	874,571	928,822
Exhaustees	161,963	191,758
Benefit disqualifications	60,049	67,976
Amount of payments (regular entitlement)	51,777	60,287
Average weekly benefit amount (total unemployment)	\$150,449,311	\$187,510,656
Amount of payments (extended benefits)	\$ 63.49	\$ 68.06
Amount of payments (federal supplemental)	\$ 26,570,513	\$ 32,712,121
Total payments, state program	\$ 0	\$ 26,374,474
	\$177,019,824	\$246,597,251
Federal Unemployment Insurance Programs		
Federal employees (UCFE) beneficiaries	3,854	4,399
Amount of payments (regular entitlement)	\$ 4,758,731	\$ 5,245,620
Amount of payments (extended benefits)	\$ 1,136,377	\$ 1,113,493
Amount of payments (federal supplemental)	\$ 0	\$ 1,199,694
Ex-servicemen (UCX) beneficiaries	7,947	8,130
Amount of payments (regular entitlement)	\$ 9,257,676	\$ 10,177,846
Amount of payments (extended benefits)	\$ 1,470,206	\$ 1,605,817
Amount of payments (federal supplemental)	\$ 0	\$ 1,110,176
Total payments, federal programs	\$ 15,622,990	\$ 20,452,646
Special Unemployment Assistance Program (Federal)	\$ 0	\$ 4,072,903
Unemployment Compensation Fund		
Net income	\$149,297,389	\$159,982,411
Employer taxes	\$134,919,564	\$155,235,072
Federal interest	\$ 219,367	\$ 0
Other income	\$ 2,290,674	\$ 2,291,006
Employer contributions in lieu of taxes	\$ 11,867,784	\$ 2,456,333
Total benefits paid	\$177,513,514	\$249,656,849
Less reimbursements for federal share Extended benefits and federal supplemental benefits	\$ 16,954,791	\$ 49,278,868
Net benefit outgo from fund	\$160,558,723	\$200,377,981
Net resources, June 30	-\$ 12,800,704	-\$ 49,867,206
Covered Employers	Calendar Year	
	1973	1974
Number of liable employers, December 31	71,582	73,089
Average monthly covered employment	<sup>c</sup> 936,412	975,869
Total wages paid	\$8,381,439,698	\$9,395,040,449
Taxable wages <sup>b</sup>	<sup>c</sup> \$4,351,969,920	\$4,958,399,752
Average weekly wages in covered employment	<sup>c</sup> \$ 172.13	\$ 185.13

<sup>a</sup>Limited to the count of workers who earned, during the preceding calendar year, an amount equal to or exceeding the minimum annual earnings needed to qualify for benefits

<sup>b</sup>Excludes federal government employment and wages

<sup>c</sup>Revised figure

# BENEFIT PAYMENTS FOR TOTAL UNEMPLOYMENT—FISCAL 1974 AND 1975

Size of Payment <sup>a</sup>	Fiscal Year			
	1974		1975	
	Number	Cumulative Percent	Number	Cumulative Percent
Total	2,281,625		2,643,760	
\$86.00			810,983 <sup>b</sup>	30.7
84.00 & 85.00			30,128	31.8
82.00 & 83.00			29,367	32.9
81.00	656,595 <sup>b</sup>	28.8	367,575 <sup>b</sup>	46.8
79.00 & 80.00	25,169	29.9	40,807	48.4
78.00	289,422 <sup>b</sup>	42.6	25,082	49.3
76.00 & 77.00	36,645	44.2	44,268	51.0
74.00 & 75.00	38,638	45.9	46,227	52.7
72.00 & 73.00	45,484	47.9	51,397	54.7
70.00 & 71.00	44,200	49.8	49,865	56.6
68.00 & 69.00	45,207	51.8	49,110	58.4
66.00 & 67.00	48,047	53.9	53,571	60.5
64.00 & 65.00	49,799	56.1	53,941	62.5
62.00 & 63.00	50,243	58.3	54,540	64.6
60.00 & 61.00	53,875	60.7	60,004	66.8
58.00 & 59.00	51,462	63.0	53,248	68.8
56.00 & 57.00	52,906	65.3	55,747	71.0
54.00 & 55.00	54,979	67.7	55,890	73.1
52.00 & 53.00	54,334	70.1	56,155	75.2
50.00 & 51.00	53,492	72.4	55,601	77.3
48.00 & 49.00	53,006	74.7	54,779	79.4
46.00 & 47.00	50,626	76.9	47,225	81.2
44.00 & 45.00	48,977	79.0	48,278	83.0
42.00 & 43.00	48,608	81.1	47,503	84.8
40.00 & 41.00	42,600	83.0	42,036	86.4
38.00 & 39.00	42,272	84.8	39,786	87.9
36.00 & 37.00	40,466	86.7	37,861	89.3
34.00 & 35.00	35,604	88.3	33,725	90.6
32.00 & 33.00	32,952	89.7	30,083	91.7
30.00 & 31.00	28,440	90.9	25,350	92.7
28.00 & 29.00	24,039	91.9	21,268	93.5
26.00 & 27.00	19,536	92.9	16,336	94.1
24.00 & 25.00	15,652	93.6	14,137	94.6
22.00 & 23.00	11,367	94.1	10,175	95.0
20.00 & 21.00	8,279	94.5	6,713	95.3
18.00 & 19.00	4,566	94.7	3,519	95.4
17.00	3,859	94.9	1,843	95.5
Less than full benefit rate <sup>c</sup>	120,279	100.0	119,637	100.0

<sup>a</sup>Limited to the analysis of the dollar value of state program unemployment compensation payments for regular entitlement and does not reflect any supplementation by those claimants filing under a joint program

<sup>b</sup>Data are not available on number of payments at maximum weekly benefit amount

Maximum amounts in effect during past two fiscal years are	Maximum Weekly Benefit Amount	Effective Date
	\$78.00	July 2, 1972
	81.00	July 3, 1973
	86.00	July 7, 1974

Each new maximum amount is applicable only to payments to those claimants establishing benefit years after the effective date. Payments at the former maximum continue for approximately one year after the new maximum becomes effective.

<sup>c</sup>Consists of final payments reduced to amount of available benefit credits and of those payments reduced by adjustments other than deductible earnings



# EXPENDITURES BY CLASSIFICATION— FISCAL 1975

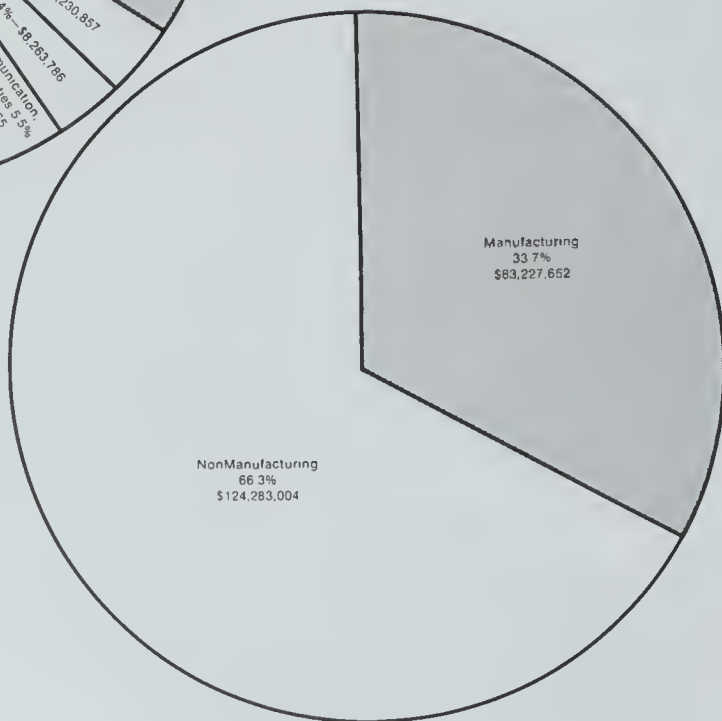
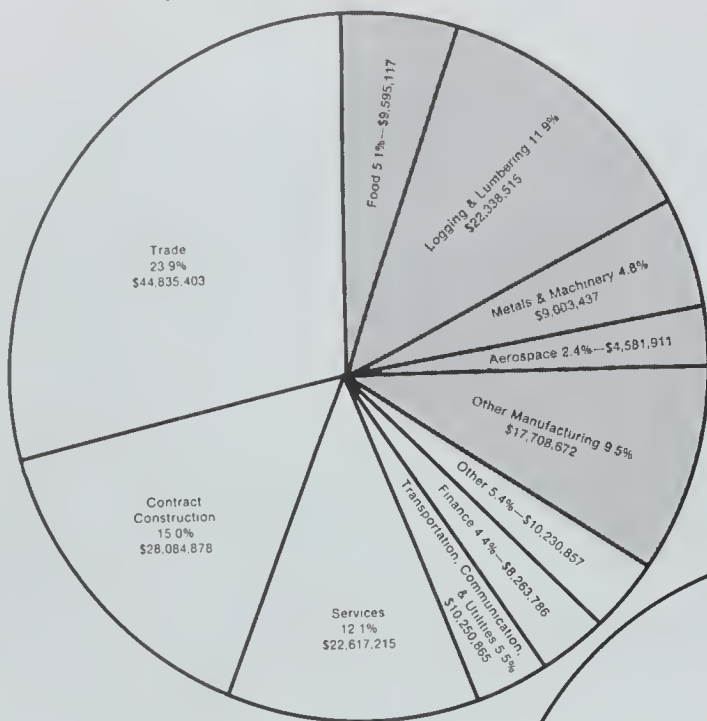
Total Expenditures .....	\$27,948,085
Personal Services .....	21,890,354
Salaries .....	18,726,191
Personnel Benefits .....	3,164,163
Nonpersonal Services .....	6,057,731
Supplies .....	775,245
Communications .....	486,981
Travel .....	530,293
Equipment-rent .....	961,589
Equipment-expenses .....	50,516
Premises-rent .....	983,478
Premises-expenses .....	505,269
Services .....	686,914
Other and payments on contracts .....	302,219
Capital expenditures .....	775,227

## EMPLOYMENT SECURITY PERSONNEL— SELECTED DATES

Number Employed On:	Total
June 30, 1973 .....	1,687
June 30, 1974 .....	1,814
June 30, 1975 .....	2,500

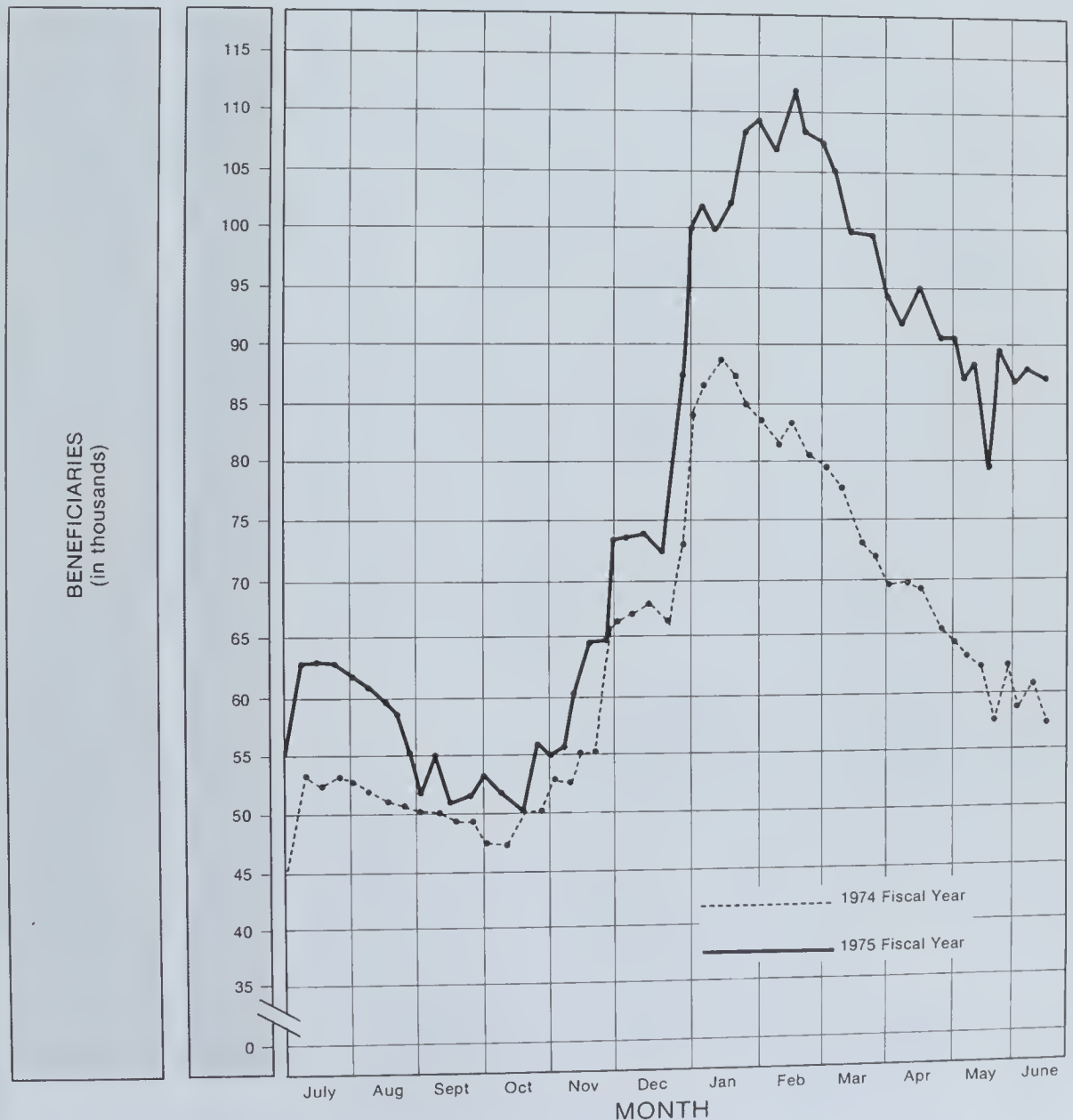
# BENEFIT PAYMENTS BY INDUSTRY— FISCAL 1975

Total Payments (Regular Entitlement) \$187,510,656



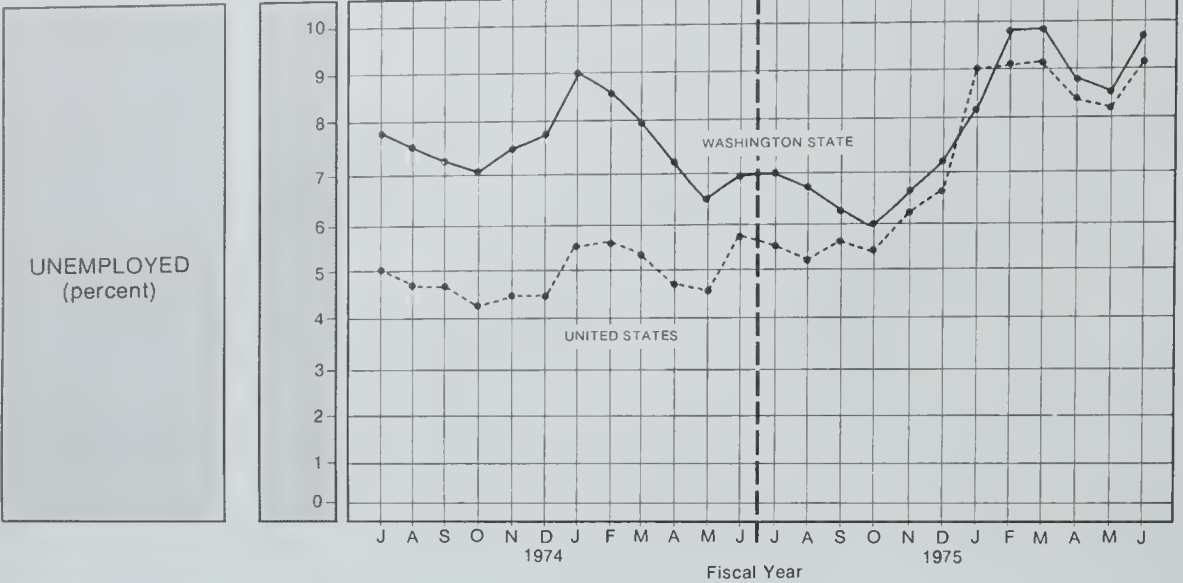
# INSURED UNEMPLOYMENT, ALL PROGRAMS, REGULAR ENTITLEMENT

—FISCAL YEAR 1974 and 1975

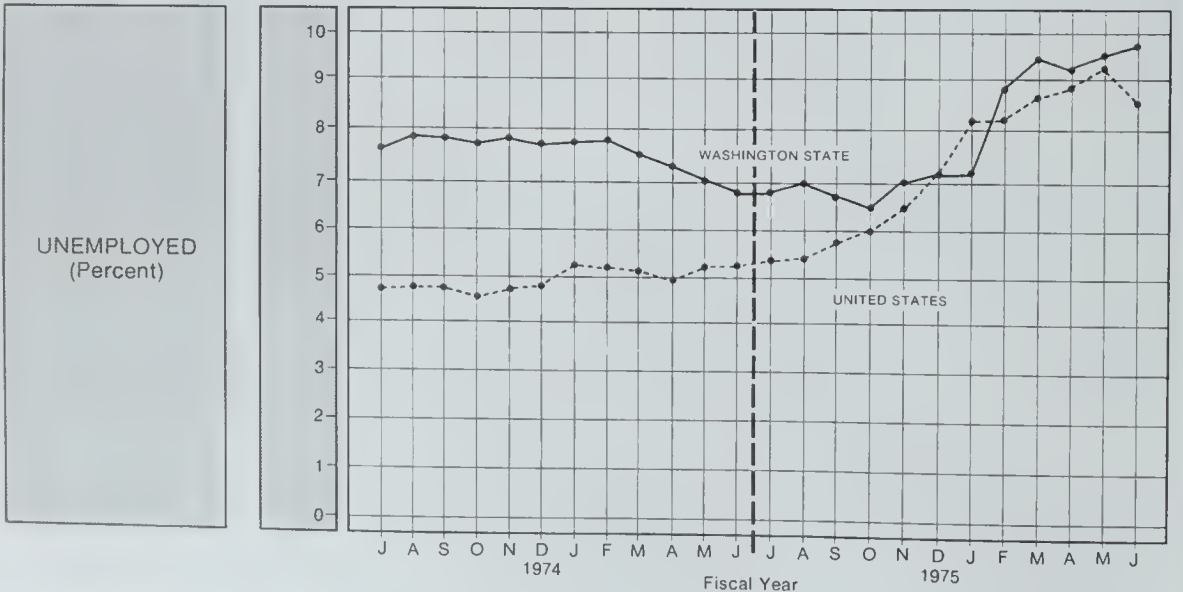


# TOTAL UNEMPLOYMENT RATE—FISCAL 1974 and 1975

UNADJUSTED

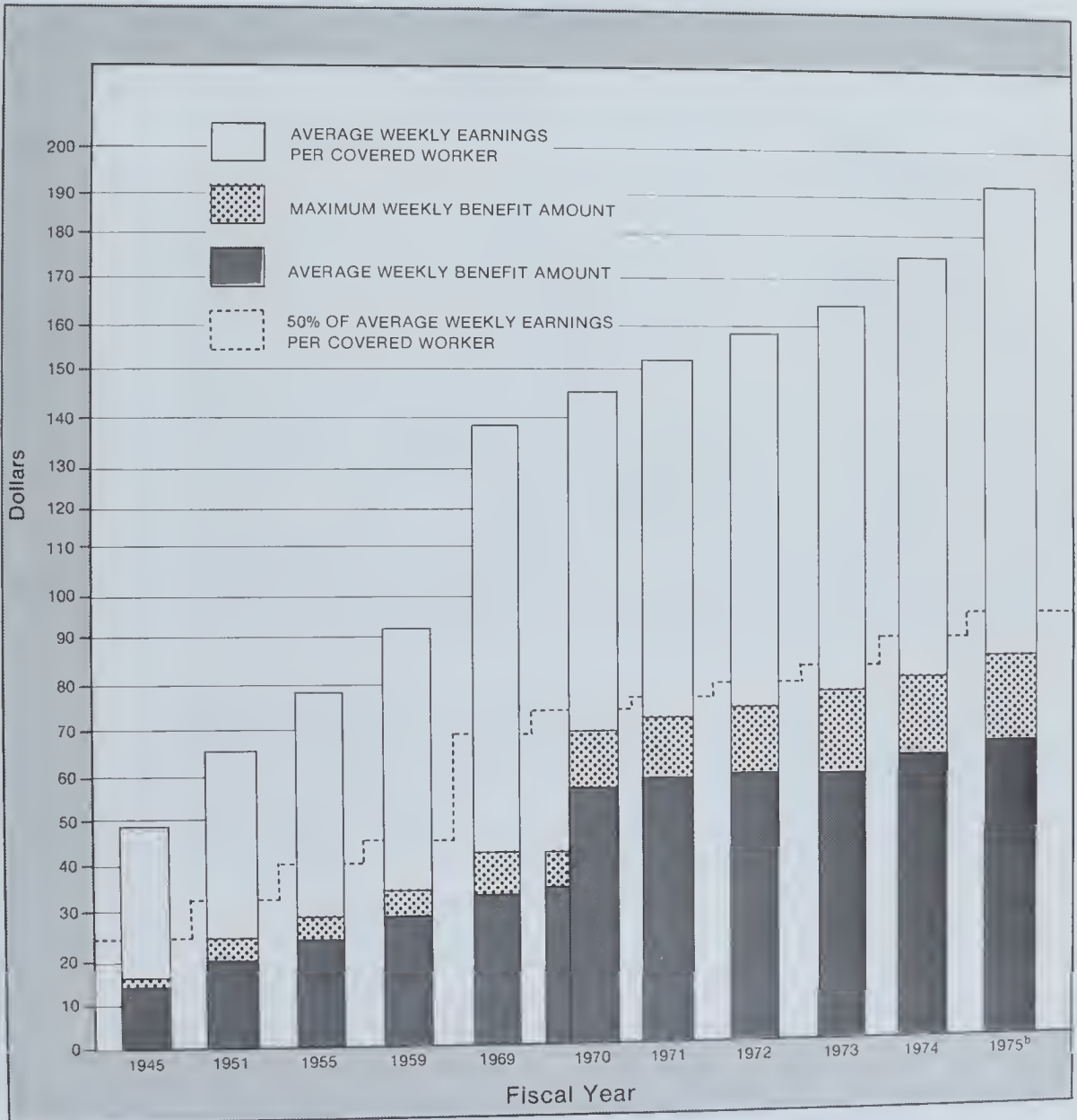


SEASONALLY ADJUSTED





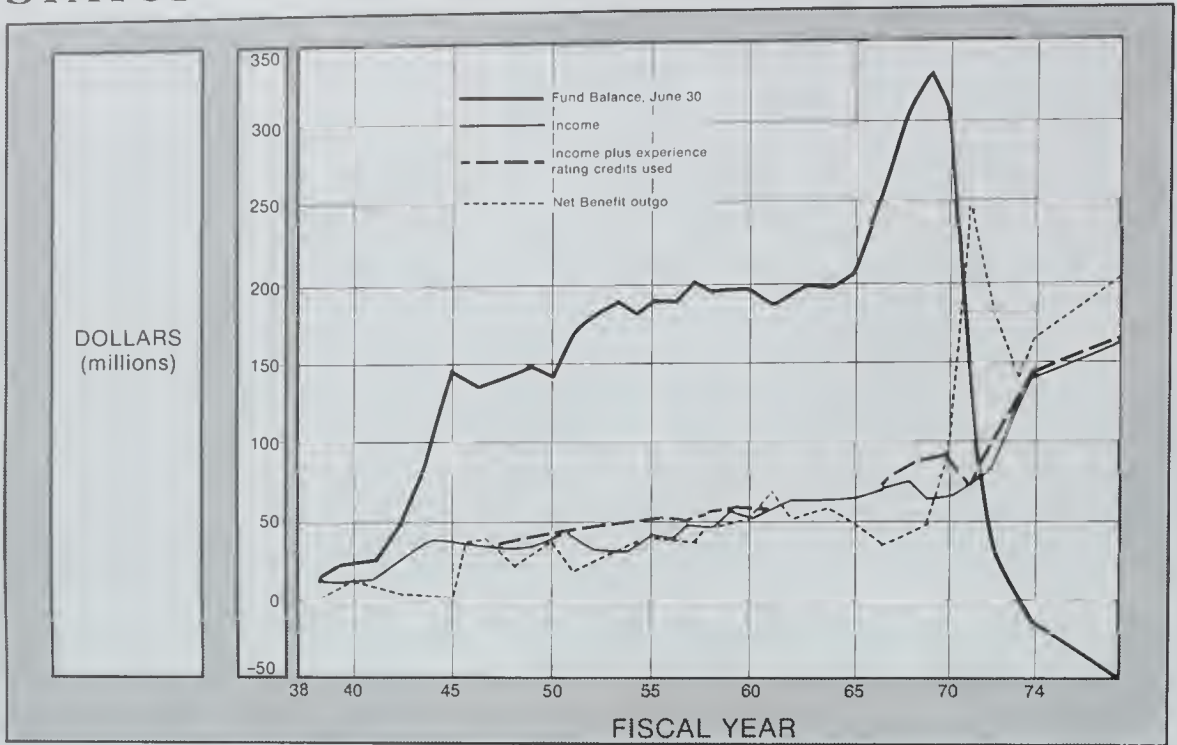
# COMPARISON OF WEEKLY EARNINGS AND WEEKLY BENEFITS—SELECTED FISCAL YEARS<sup>a</sup>



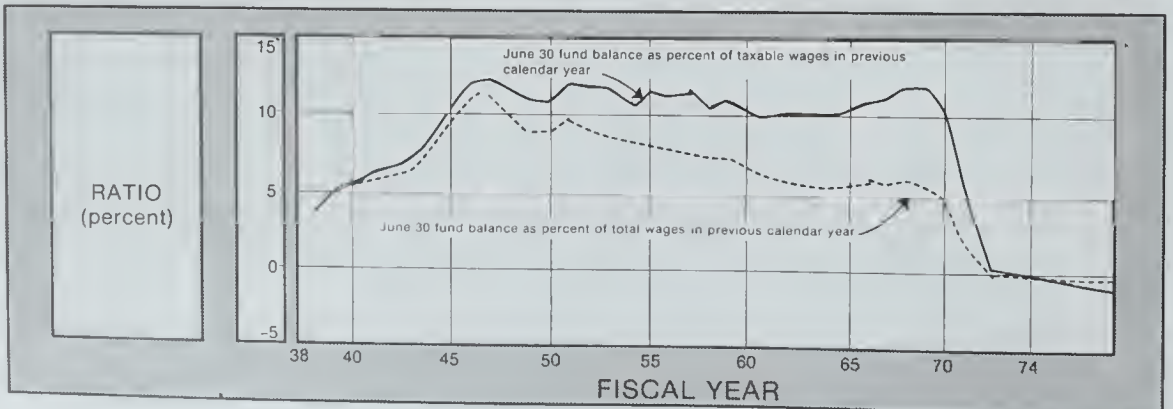
<sup>a</sup> Fiscal years selected to indicate end of effective periods of various maximum benefit amounts

<sup>b</sup> Average weekly earnings data preliminary

# UNEMPLOYMENT COMPENSATION FUND STATUS—FISCAL 1938 THROUGH 1975



# UNEMPLOYMENT COMPENSATION FUND BALANCE RATIO TO TOTAL WAGES AND TAXABLE WAGES—FISCAL 1938 THROUGH 1974





# Human Rights Commission

Bill W. Hilliard  
Executive Secretary

The Washington State Human Rights Commission is not the same agency that it was a few years or even several months ago. Our society has become more complex and sophisticated — and so have its problems, particularly those involving discrimination and prejudice.

Human relationships do not remain constant. A multitude of variables, not the least of which is economics, influence the manner in which certain segments of our populace treat the other segments of our populace. And amidst all this change, sophistication, and complexity, the Human Rights Commission is not permitted the luxury of continuing to operate in the old and comfortable ways. It too must "keep up" with the society that it serves.

A society must change, for a failure to do so leads to a lack of progress and a destruction of hope. There is one factor in society, however, that remains remarkably and unfortunately constant — the fact that some people are treated differently and less well than others. We are talking about inequality of opportunity.

The people who suffer from inequalities are usually (although not exclusively) of certain uncontrollable identities — they are the racial minorities, women and the handicapped. These are people who, by virtue of nature or other uncontrollable factors, are born into a second-class place in society. They see the world around them changing and they too want their rightful piece of the action. The Legislature has recognized the plight of these people by passing laws guaranteeing their right to hold employment, to seek housing, and to otherwise participate in the benefits of an advanced society. Much of this has occurred in the last four years, during which the Commission's jurisdiction over various forms of discrimination has been greatly expanded, so much so that now two-thirds of its work involves civil rights laws created since 1971.

This expansion of civil rights has provided opportunity, progress, and hope for many people, all essential elements for a healthy community, for if they are denied these basic substances of life, the entire society suffers from a sickness that tears at its inner fiber and will eventually bring it down. The sickness is prejudice — the symptoms are inequality and discrimination.

It is the Commission's job to treat this sickness by attempting to ensure that people treat other people fairly. Specifically, the Commission is empowered to deal with complaints of discrimination in *employment* (on the basis of race, color, creed, national origin, sex, age, marital status, or handicap), *real estate* (on the basis of race,

color, creed, national origin, sex, or marital status), in *credit and insurance transactions* (on the basis of race, color, creed, national origin, sex, or marital status), and in *places of public accommodation* (on the basis of race, color, creed, or national origin). The Commission also *studies* problems of discrimination, *educates* the public on discrimination laws, and *adopts regulations* to carry forth the provisions of the Law Against Discrimination (RCW 49.60). The Commission offers recourse to those who are victimized by real discrimination. It is a way for needed change to occur within the systems and framework of law.

This report will summarize the state of the Commission at the close of the 1974-75 fiscal year, its activities, findings and the crucial issues we predict will confront the Commission in the future.

## LEADERSHIP

The 1974-75 fiscal year saw many changes in the leadership of the Human Rights Commission. In May of 1974, the Commission accepted the resignation of an executive secretary who had served for a little more than seven months. A veteran Commission staff member was appointed as interim chief executive, but shortly thereafter was taken ill. An investigations supervisor was asked to hold down the top administrative post while a nationwide search was conducted for a permanent executive secretary.

The search led the Commissioners back to Washington State, where, in December, they selected the current executive secretary, a person who was then assistant vice-president for minority affairs at the University of Washington. The new executive took the helm of the 25 year old Commission in January of 1975, and has since begun a steady process of reorganizing and upgrading the agency.

Other changes were in the offing as well. The Commission chairperson's term expired in June of 1975 and he did not seek reappointment. Several months later, his position was filled by an industrial relations manager for a Bellingham firm. The Governor designated as chairperson a seven year member of the Commission and the first female and the first minority to serve in that capacity. (Other leadership changes were to occur shortly after the close of the fiscal year, including the appointment of a University of Washington law professor to the Commission, and the selection of a Seattle lawyer as the deputy executive secretary.)

Now under solid leadership, the Commission has been attempting to improve staff professionalism, examine agency direction, ensure objectivity in investigations and hearings and forge ahead in all areas of human rights.

### CASES v. STAFFING

The single greatest problem facing the Commission is the lack of adequate staff to ensure the timely and thorough processing of complaints. The Commission's major task under the law is to investigate and resolve complaints, ensuring an impartial and effective forum for the adjudication of human rights disputes, protecting the rights of all parties. But, to put it simply, the agency's task is too big for its budget.

Since 1971, the Commission's budget has increased 65%, but the number of complaints received has increased 265%. In 1971, the Commission received around 400 formal complaints. During the 1974-75 fiscal year, 1,460 complaints were received. The budget has not kept up.

There are explanations for these increases in caseload. To begin with, there has been a growing awakening to the fact that our laws do provide methods of correcting discrimination. Further, there appears to be a trend toward resolving disputes within the system, rather than in the streets. This is precisely, we assume, what lawmakers hoped would happen when they enacted civil rights legislation, so the increase in complaints should be considered a positive occurrence. And, more fundamentally, there are simply more people who are aware of their civil rights and who are willing to act when they feel those rights are being violated.

The single greatest factor contributing to the increase of cases, however, has been legislative action to increase the jurisdiction of the Commission. In 1971, the Commission was granted the authority to receive complaints dealing with sex discrimination in employment (now accounting for around a third of the total caseload) and in 1973 the Legislature directed the Commission to expand its activities into the areas of sex and marital status discrimination in housing, discrimination against the handicapped in employment, and discrimination in credit and insurance transactions based on race, color, creed, national origin, sex, and marital status. The 1973 legislative additions alone now represent a third of the complaints received. *Thus, two-thirds of the Commission's current caseload consists of complaints dealing with areas of jurisdiction added since 1971.\**

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*The processing of a complaint involves three steps, investigation, conciliation, and litigation. Please refer to statistical section. Around 78% of the complaints are dismissed after investigation, but this does not reduce the time necessary for processing complaints; it takes just as much investigation to find no discrimi-*

What all this means is that the Commission is no longer able to give prompt attention to a majority of the complaints filed. This backlog of cases has caused a delay of over seven months before an investigation can be started. Should the case not be resolved and it is taken to hearing, it may be literally years before the parties receive a determination on the matter; and the problem is getting worse, instead of better.

It is a matter of perspective who is the most adversely affected by delays in case processing. Employers claim that the delay causes damages, such as back pay, in legitimate cases to accumulate, a cost that could be avoided if the Commission were able to resolve complaints more expeditiously. Complainants argue that, too frequently, basic life necessities, such as housing and employment, are unnecessarily denied the victims of discrimination for an extended period of time. And *both* sides complain of the emotional strain caused by being held in a state of limbo for so long. In the final analysis, it would seem that *no one* benefits by this shortage of staff resources.

Measures have been taken by the Commission to streamline case processing. Investigators are now generally limited in the scope of their examinations to just those issues specifically addressed in a complaint, complaints are carefully screened at the point of intake, employers and other potential respondents are urged to set-up viable internal procedures for the resolution of discrimination grievances, and most significantly, staff output has been increased; but these steps are not adequate to cope with the ever-increasing number of complaints. More staff is required.

For example, in the Commission's Seattle office alone, hundreds of inquiries and complaints are received each month, and as interest in civil rights laws increases, the demand for educational and consulting services becomes of greater necessity. These demands go largely unmet.

For an analysis of complaints received and processed by the Commission during the 1974-75 fiscal year, please refer to the statistical section.

### NEW PROGRAMS

In spite of a shortage of staff resources, the Commission was able to expand and improve upon its services to the public, during the 1974-75 fiscal year:

- A field office was established in Seattle's central community, the location being the Urban League Building. Here two investigators are stationed to

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*nation as it does to find that discrimination has in fact occurred.*



make it possible for the residents of that area to contact the Commission without the difficulty and expense of travelling downtown. The Commission continues to operate its offices in downtown Seattle, Vancouver, Tacoma, Pasco, Yakima, Spokane, and Olympia. Additional staff was assigned to handle an increasing number of complaints in the Spokane District Office. Housed there now are three investigators and an investigations supervisor.

- Efforts to obtain voluntary compliance with the law were expanded. The Commission feels that discrimination can be avoided if business operators are assisted in their efforts to learn about and comply with the law. Much progress was made through the employment of two equal opportunity consultants to work with business, made possible by funding from the Department of Employment Security. One of the consultants operated on a statewide basis, giving scores of presentations over the year. The other consultant zeroed in on the Whatcom County area, a portion of the state where many problems exist, but where there are no civil rights agencies located. A third consultant is employed by the Commission to provide technical assistance to employers on affirmative action.

Many employers are required to take special steps to increase their utilization of minority, female, and handicapped workers, but, too often, they are not told *how* to do it. The Commission attempts to meet this need with its affirmative action consultant, who provides assistance in developing and maintaining affirmative action programs.

- A procedure was initiated by which employers are able to have their employment application forms reviewed for illegal inquiries. An employer may mail a form to the Commission's Compliance Review Division, which will certify the form if it complies with applicable laws and regulations, or, if it doesn't, so advise the employer. No legal action is taken against an employer who submits a form that is out of compliance. Several hundred employers have responded to this voluntary program and the result has been beneficial to both employers and to the Commission in its efforts to promote equal employment opportunity.
- Staff training was improved and increased. Human rights law enforcement has become a very complex and technical profession. Investigators must be able to understand legal concepts set down by the courts and to apply them to specific situations. And, of course, the staff worker must know how to correct discrimination when it is found to exist — sometimes a task that is easier said than done. Now, staff members are trained in analyzing legal concepts, interviewing techniques, evidence, the use of statistics,

and, perhaps most important, the ethics of government work. The Commission has been able to draw upon the assistance of federal agencies and professional organizations in this task.

Continuing training is a regular part of a staff member's life. Various reporting services keep him or her up to date on recent rulings and events. In addition, experts are called upon from time to time to improve the staff's expertise in such areas as combatting housing segregation, the problems of the handicapped in employment, and other concerns of the field of human rights.

- Much more attention is being focused on ensuring compliance with conciliation agreements and litigated orders. These are documents that result from a respondent's promises to take specific steps to eliminate and prevent discrimination or from orders to do so after litigation. Compliance with these orders and agreements will guarantee progress toward ensuring equality of opportunity.

A Compliance Review Division has been established not only to review compliance, but to provide assistance in carrying out the provisions of an order or agreement. When necessary, the consulting services of the Commission are rallied and made available to the respondent, so that not only the *what*, but also the *how* of compliance is provided.

- The state's awakening interest in the plight of the handicapped in seeking employment was recognized by the appointment of a handicap specialist. The specialist helped smooth the implementation of the 1973 amendment to the law that prohibits employment discrimination against the handicapped. This staff member worked with handicapped groups and business to develop a rational approach to implementation of the new law. The result was a set of implementing regulations that clarify what the law says and how it will be enforced. (See section on "Some of the Year's Issues".)

### SOME OF THE YEAR'S ISSUES

The 1974-75 fiscal year was not one devoid of interest or controversy. The Commission was involved in examining many issues of importance to the progress of human rights:

- The Supreme Court handed down a landmark ruling involving the rights of the non-English speaking student to an education in *Lau v. Nichols*, U.S. 391, ed. 2d 1, 94 S. Ct., (1974). The ruling involved the interpretation of a Federal statute similar to some of the provisions of Washington's Law Against Discrimination. On the heels of this decision, the Human Rights Commission adopted regulations to

ensure that the principles of the Supreme Court ruling would be implemented in our state.

The Commission's regulations, which received national notice, require that school districts guarantee an adequate education to all students, regardless of their national origin or language. Schools must provide remedial programs in English for the non-English speaking student, and must also provide bi-lingual education in other subjects, so that the student does not fall behind while learning English. Further, under the new rules, students may not be assigned to classes for the retarded simply because they are deficient in the use of English. Life's opportunities for thousands of this state's children may be enhanced by this new policy, which recognizes the benefits of a multi-cultural society. (WAC 162-28).

- Regulations were adopted explaining how the new law on employment discrimination against the handicapped will be enforced. The rules were the result of extensive staff research and public hearings and the assistance of the Commission's advisory council on the handicapped. The rules define a "handicap" as any abnormal physical, sensory, or mental condition that is considered in an employment determination. The rules recommend that, although all handicapped persons are protected from discrimination, special recruitment and other steps toward affirmative action be focused on the more severely handicapped workers. And, finally, employers are encouraged to carefully analyze the physical and mental requirements of every job, so that the handicapped are not needlessly and unlawfully excluded from jobs that they are able to perform. (WAC 162-22).

The Commission's basic interpretations of the law are being challenged in the case *Clark v. Milwaukee Road*. Now in the Court of Appeals, the case involves issues ranging from the definition of "handicap" to whether a blind person may sit on a commission hearing tribunal. A decision in the case is expected sometime in 1976.

- Civil rights activists and women's groups have long complained that the use of certain phrases in help-wanted advertising has a "chilling" effect on female or male applicants. For example, advertising for a "maid" will tend to attract female applicants and repel male applicants for the job. And, more directly, some newspaper ads simply state a sex preference (e.g., "Men Wanted").

The Commission appointed a task force composed of representatives of business, women's groups, lawyers, and newspapers to examine the problem and to come up with recommended solutions. The result was the adoption of regulations by the Commission prohibiting discriminatory language in help-wanted advertising, outlining the responsibilities of newspapers,

and providing examples of discriminatory and non-discriminatory job titles.

- Following the shooting of a Black man by an off-duty police officer and consequent racial unrest, the Commission held a hearing on racial strife in Yakima. Many people complained of police harassment, discrimination in stores, and other problems facing minority residents. Testimony was candid and sincere. A special team of investigators was dispatched to the area and has been developing recommendations on action necessary to resolve some of the human rights conflicts appearing to exist in that community.
- The 1973 amendment to the law prohibiting discrimination in employment on the basis of marital status raised many questions concerning what impact this could have on anti-nepotism policies of employers. After extensive study and after several public hearings, the Commission adopted regulations prohibiting the automatic disqualification of spouses from employment based on who a spouse is or what the spouse does. This regulation will have the greatest impact on policies which restrict the abilities of married couples to work for the same employer. Now an employer is allowed to deny employment to the spouse of an employee only when there would be a conflict of interest, such as where one spouse would supervise the other. The rule is intended to prohibit unnecessary discrimination, while recognizing legitimate business needs. Nevertheless, a challenge to the rule is being brought in *Washington Water Power Company v. Washington State Human Rights Commission*, Thurston County Superior Court, a case that should provide guidance from the courts on the issue. (WAC 162-16-150).
- In a period of economic recession, lay-offs occur and jobs become more scarce; competition increases. The concept of seniority was introduced to reduce the arbitrariness of employer decisions in hiring, work assignments, and lay-offs. But the "last hired-first fired" practice tends to exclude those who have always had difficulty getting and keeping jobs — namely, minorities, women, and the handicapped. The Renton School District petitioned the Commission for a ruling on whether a seniority system may be disrupted in order to protect recently hired minority employees from lay-off. The Commission ruled, in Declaratory Ruling No. 14, that where past discrimination has been practiced, the employer may provide for proportional lay-offs, even when such is not provided for in a collective bargaining agreement. The special lay-off system is intended to lay off minorities in proportion to their representation in the work-force. The Commission's policy is not to destroy seniority,

but only to make adjustments in it to overcome past discrimination, so that it will become a fair lay-off device for everyone.

- Several noteworthy cases were settled or litigated by the Commission, too many to discuss in any detail. Increasing evidence of blatant racial discrimination in a tightening housing market has led to many complaints and an announced crackdown on this invidious form of prejudice. In one case, it was found that a closed-circuit television system was used to avoid answering an apartment manager's door when Blacks appeared.

Sex discrimination appears to be uncomfortably prevalent in some parts of the state and in some industries. One settlement provided back pay for unequal wages to over 500 female employees of a food processing plant in Eastern Washington.

Problems of discrimination in institutions of higher education persist. Numerous complaints from faculty charging sex and race discrimination were settled. In one case, a state college was found to have retaliated against a Black professor for his having filed a complaint with the Commission. On another campus, a Black dental student was re-admitted after he complained of racial discrimination in a decision to expel him from school.

Higher education has provided much moral leadership in the fight for equality. In the coming years,

however, institutions of higher learning must accept that they too deserve examination. Customary methods of operation, particularly subjective criteria for faculty selection and promotion, will have to yield to procedures with more safeguards against discrimination.

### CONCLUSION

The Human Rights Commission is in a period of transition — a positive transition that means the agency is getting better at doing its job — promoting equality of opportunity. The timing of this rejuvenation is appropriate, for it is not only the second quarter-century of the Commission's existence, but we are approaching the beginning of the 200th anniversary of our country's founding. And we are, after all, a country that was founded on a promise of equality and freedom.

It is the Commission's belief and, we believe, the goal of the vast majority of Americans, that equality be achieved through order and reason. The fair administration of Washington's human rights policies by the Commission created for that purpose is one way to help achieve this goal. It is our hope that in the coming year, the State of Washington will reaffirm its commitment to the promise of America, by supporting a viable and effective human rights program.

## CHART A COMPLAINTS FILED

		Fiscal Year			
TOTAL FILED .....	1460		PUBLIC ACCOMMODATION TOTALS: .....	67	
Jurisdictional Distribution:			Race, Color .....	64	
REAL ESTATE TRANSACTION TOTALS: .....	136		Creed .....	2	
Race, Color .....	68		National Origin .....	7	
Creed .....	1		CREDIT TRANSACTION TOTALS: .....	48	
National Origin .....	7		Race, Color .....	5	
Sex .....	27		Creed .....	-	
Marital Status .....	49		National Origin .....	-	
EMPLOYMENT TOTALS: .....	1175		Sex .....	23	
Race, Color .....	420		Marital Status .....	31	
Creed .....	35		INSURANCE TRANSACTION TOTALS: .....	34	
National Origin .....	49		Race, Color .....	2	
Sex .....	402		Creed .....	-	
Marital Status .....	69		National Origin .....	-	
Age (40-65) .....	144		Sex .....	14	
Handicap .....	166		Marital Status .....	18	

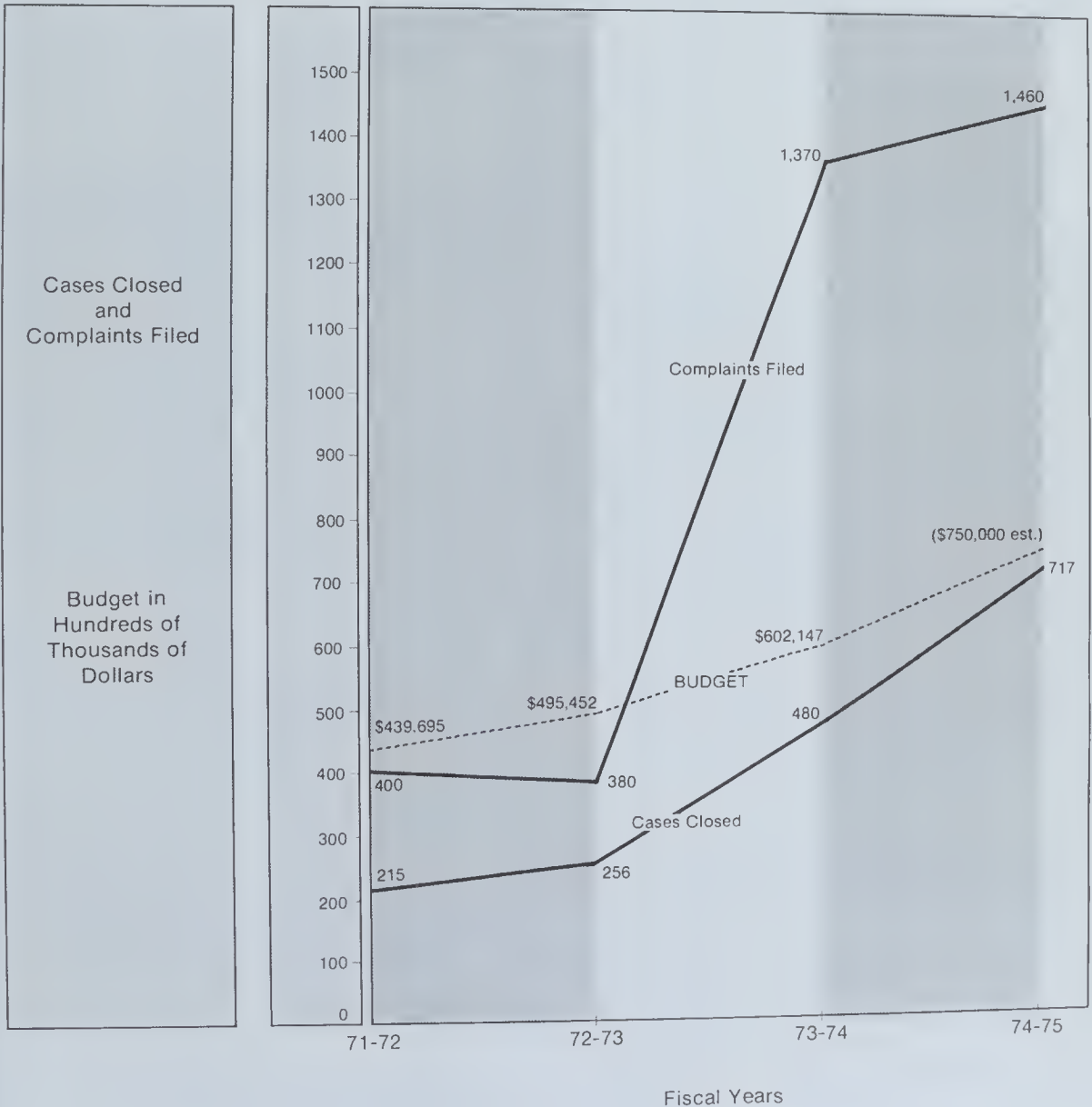
NOTE: Due to complaints that charge more than one form of discrimination (such as sex and marital status discrimination), the jurisdictional distribution of cases within a category (such as real estate), will not add up to the number of complaints listed as the total of that category.

## CHART B CASES CLOSED

		Fiscal Year
TOTAL CLOSED .....	716	
Type of Closure:		
SETTLED .....	152	
NO REASONABLE CAUSE .....	261	
NO JURISDICTION .....	119	
ADMINISTRATIVE CLOSURE .....	123	
WITHDRAWN .....	61	
LITIGATION .....	19	



# CHART C—WASHINGTON STATE HUMAN RIGHTS COMMISSION—ANNUAL REPORT (1974-75 FISCAL YEAR) COMPARISON CHART SHOWING COMPLAINTS FILED, CASES CLOSED, AND BUDGET FROM 1971







## Board of Industrial Insurance Appeals

Phillip T. Bork, Chairman  
Robert M. Gilmore, Member  
Sam Kenville, Member

### FUNCTION OF THE BOARD

In 1949, the Legislature established the Board of Industrial Insurance Appeals as a quasi-judicial agency, independent of and separate from the Department of Labor and Industries, and charged it with the duty of hearing and deciding all appeals taken from the administrative decisions made by the Department under the Workmen's Compensation Act. Additional duties have been added by the legislature and it is now the Board's duty to hear and decide all appeals taken from the administrative decisions of the Department under the Workmen's Compensation Act, the Washington Industrial Safety & Health Act, and the Crime Victims Compensation Act.

From its beginning in 1949, the Board has had original appellate jurisdiction in all controversies arising out of the Department's actions or decisions relating to its administration of the Industrial Insurance Act, commonly known as the Workmen's Compensation Act. In addition the Board now has appellate jurisdiction of decisions made by the Department in its administration of the Washington Industrial Safety & Health Act of 1973, commonly known as WISHA. This health and safety law, administered by the Division of Industrial Safety and Health of the Department, was enacted under the enabling clause of the Federal Occupational Safety & Health Act of 1970 (OSHA), and this Board has the appellate jurisdiction over controversies arising out of the Department's enforcement of this State Safety Law.

Appellate jurisdiction over the Department's administrative actions in a third area was conferred upon the Board by the Crime Victims Compensation Act, which was also enacted in 1973. Under this act, any Washington resident (with certain exceptions based principally upon family relationship to the perpetrator of the crime) who is the innocent victim of a criminal act amounting to a felony or gross misdemeanor is entitled to medical and disability benefits for injuries received comparable to those received by an injured workman under the Workmen's Compensation Act, subject to the state's right of reimbursement from the perpetrator of the crime and subject to reduction for any other private or public medical or disability insurance benefits the claimant may be entitled to receive. Criminal acts involving the operation of motor vehicles are generally excluded; no benefits are payable for injury arising out of such acts unless injury is intentionally inflicted or the vehicle is being used in the commission of another

crime. Washington is the first state to incorporate the benefit schedule of its Workmen's Compensation Act into its Crime Victims Compensation Act. It is also the first state in which administration of a Crime Victims Compensation Act and the adjudication of disputes arising therefrom is to be accomplished by the agencies which serve these functions under the state's Workmen's Compensation Act. This act, administered by a division within the Department of Labor and Industries, and with appellate jurisdiction in this Board, became effective on July 1, 1974.

### STRUCTURE OF THE BOARD — OPERATIONAL ASPECTS

The Board of Industrial Insurance Appeals consists of three members appointed to six-year terms by the Governor from nominees selected by labor and employer organizations. One member, a joint nominee of labor and industry, is designated chairman and represents the public, and must be a lawyer. One member represents workers and the other employers. The Board's staff consists of an executive assistant, executive secretary to the Board, fourteen hearing examiners, including the chief hearing examiner, and support personnel in the Board's Olympia and Seattle offices.

### WORKMEN'S COMPENSATION APPEALS

A claim for benefits under the Industrial Insurance Act commences with the filing by the workman of a report of accident with the Department of Labor and Industries, or with the employer in the case of a self-insured employer, setting forth the occurrence and nature of the injury or occupational disease. If the claim is for some reason rejected, the Department issues an order to that effect and the workman has 60 days from the date the order is communicated to him to file an appeal with this Board. If the claim is accepted by the Department, or self-insured employer, either in the first instance or after a successful appeal from a rejection order, the workman receives medical treatment, including hospitalization and surgery where required, and time loss compensation until he is able to return to work. If upon completion of medical treatment he has a residual physical impairment resulting in a permanent disability, he is entitled to a permanent partial disability award. In the event that he is unable to return to gainful employment on a reason-

ably continuous basis, his permanent disability is deemed to be total and he is entitled to a life-time pension. In addition to its decisions directly affecting the rights of injured workmen, the Department makes decisions in the areas of industrial insurance premium rates, risk classifications, and the auditing and collecting of premiums.

The Board becomes involved in an industrial insurance case when a workman, beneficiary, employer, or other person is dissatisfied with any Department action and thus files an appeal from the Department's action with the Board. To confer jurisdiction upon the Board the appeal must be filed within 60 days from the date the Department's action was communicated to the appealing party.

When an appeal is filed with the Board, the Department is required by statute to transmit its record in the case to the Board. If a study of the Department file and the notice of appeal reveals that no issue of fact has been raised by the appeal, the outcome of which therefor turns upon the proper interpretation of the law, the Board will issue an order either granting the relief requested by the appealing party or affirming the Department's action, in accordance with the law governing the legal issues involved in the case.

Where an issue of fact has been raised by the appeal, which is true in the great majority of cases, the appeal will be granted by the Board and assigned to a hearing examiner with directions to schedule the proceedings required by the case. The Board's hearing examiners, who are required by statute to be admitted to the practice of law in the State of Washington, are all specialists in the areas within the Board's jurisdiction. Hearings are required by statute to be held in the county of injury or in the county of residence of the workman. They may, however, be continued to another place for the convenience of the parties and their witnesses. The general purposes of such continuances are to reduce the cost of litigation to the parties and to insure that the Board has an adequate record upon which to base its decision in the case. All hearings are required by statute to be stenographically reported and transcribed. All subsequent appellate proceedings in the case are based upon this formal record.

Prior to the hearing in a case, all parties appear before the Board's hearing examiner at a conference. At the conference the parties and their representatives are made familiar with proceedings before the Board. The need for a formal hearing may be eliminated at the conference stage. Under the guidance of the examiner, the parties informally present their respective viewpoints and an endeavor is made to resolve their controversy. To assist in this effort the Board sometimes pays for a further medical examination of the workman, when such further medical information is likely to result in a settlement.

Those appeals which are not resolved at the conference level are immediately scheduled into the hearing process, where the parties are expected to present their lay and medical evidence in a prompt manner before the Board's hearing examiner. For this reason the parties are expected to attend the conference prepared to resolve the controversy at that level if possible and if not, to conclude all pre-hearing matters and to schedule the case for hearing.

After the hearing record has been transcribed and returned to the hearing examiner, he then prepares a Proposed Decision and Order, including a recitation and analysis of the evidence, and appropriate findings of fact and conclusions of law, and enters an order based thereon. This is served upon all parties and within twenty days of receipt, any party has the right to file a Petition for Review of the examiner's Proposed Order with the Board. If no Petition for Review is filed, the Proposed Order is adopted by the Board and no appeal may be taken therefrom to the courts.

The Board may deny the Petition for Review based upon such examination of the record as it deems necessary. If no Petition for Review is filed or if the petition is denied, the examiner's Proposed Decision and Order becomes the agency's final order in the case. If the Petition for Review is granted, the entire record in the case will be considered by at least two members of the Board, which will thereupon enter its final Decision and Order in the case. The Board must render a final Decision and Order, including analysis of the case and appropriate findings of fact and conclusions of law, within 180 days from the date a Petition for Review is filed.

## INDUSTRIAL SAFETY & HEALTH APPEALS

Proceedings before the Board in cases arising out of the Washington Industrial Safety & Health Act are essentially similar to proceedings under the Industrial Insurance Act. The statutory period within which appeals must be filed, from citations of violations of the Health & Safety Act or from penalty assessments for such violations, is fifteen working days from the date the Department's order was communicated to the employer. The appeal must in the first instance be filed with the Department of Labor and Industries, which may refer the matter directly to the Board, which thereupon acquires jurisdiction of the appeal, or the Department may hold an informal conference after which it may vacate, modify or affirm its prior order by a redetermination order. The employer may, within fifteen working days after receipt of a redetermination order, invoke the jurisdiction of the Board by filing his appeal therefrom directly with the Board. When any appeal is received by the Board, it is assigned to a hearing examiner who proceeds to handle the case in very much the same way as



he would an industrial insurance appeal, one exception being that hearings in safety cases are rarely continued from time to time or place to place, but are held on consecutive days in one location.

### CRIME VICTIM COMPENSATION APPEALS

Proceedings before the Board pursuant to the Crime Victims Compensation Act are essentially the same as proceedings in industrial insurance cases. The Act specifically provides that appeal proceedings before the Board shall be governed by the appeal provisions of the Industrial Insurance Act, except for the non-relevant provisions concerning employers as parties. The Crime Victims Compensation Act is so recent in its implementation that the Board has not found it necessary to make any changes in the format of scheduling conferences and hearings, in order to integrate such cases into the work load of industrial insurance cases and industrial safety and health cases.

### COURT REVIEW

Final orders of the Board may be appealed to Superior Court within thirty days of the appealing party's receipt of the Board's final order. The case will be tried in Superior Court on the basis of the record made before the Board. If any further evidence is required, the case must be sent back to the Board to take such further evidence.

In Workmen's Compensation cases the workman and his employer may appeal on both questions of fact and questions of law; the Department of Labor and Industries may appeal only on questions of law. The case may be tried either to the Court alone or before a jury. Appeals may be taken from the Superior Court's judgment to the State Court of Appeals and thereafter to the State Supreme Court. In cases arising under the Washington Industrial Safety & Health Act, appeals may be taken to the Superior Court by any party. The record in the case will be reviewed by the Court and the Board's findings of fact, if supported by substantial evidence, are conclusive. Superior Court proceedings in appeals taken from Board orders in cases arising out of the Crime Victims Compensation Act are governed by the Administrative Procedures Act.

### REPRESENTATION BEFORE THE BOARD

The Board's rules provide that any party appearing before it may act as his own representative, or may have a layman (non-lawyer) to represent him, or an attorney of his choice. Twenty years ago the number of attorneys appearing before the Board was limited to a small group specializing in the practice of workmen's compensation.

Presently the Board has approximately 240 lawyers appearing before it regularly enough to be on its mailing list for distribution of information, Board rules, and other material. Despite the Board rule liberalizing the right of representation, most parties appearing before the Board are represented by attorneys. The Department of Labor and Industries is always represented by the State Attorney General's office.

The concern of the Board leading to its liberalized rule on representation has been with the cost to the parties of litigation before the Board. At present the workman must pay an attorney's fee out of the increased award he is able to obtain through Board proceedings. In addition, he must pay the fees of the expert medical witness for medical examination, report, and testimony, where required. The cost to the workman in legal and medical fees may be fairly estimated at approximately 40% of his increased award in permanent partial disability and temporary total disability cases. Fees are of lesser percentages in permanent total disability cases where they are based upon a percentage of the amount set aside as an annuity reserve to satisfy the pension, but nonetheless attorney fees in such cases may be as high as \$5,000.00 or \$6,000.00. In the past, the Board has emphasized its belief that the Legislature should consider the advisability of legislation regulating witness fees in workmen's compensation cases as well as legislation looking to a more adequate regulation of attorneys' fees in these cases.

Employers have an opportunity to gain an increased understanding of our workmen's compensation system by participating in the appeal process. We believe that an increasing number are doing so. However, a very low percentage of appeals are initiated by employers, and legislation effective September 8, 1975, provides that the employer shall have the burden of proceeding first with the evidence to establish a prima facie case for the relief sought by the appeal. In self-insured cases, the self-insured employer has the burden of defending any case in which an appeal has been filed by the worker from an order issued by the Department of Labor and Industries.

Appeals to this Board under the Washington Industrial Safety and Health Act are uniformly initiated by an employer from a Citation and Notice with regard to an alleged violation of a safety standard and/or from a notification of Penalty Assessment establishing a monetary penalty based on the alleged violation. An exception is the right of an affected employee or his representative to appeal to the Board from a determination by the Department fixing a period of time during which an employer must abate a condition deemed a violation of a safety standard, which abatement period may be deemed unreasonable by the employee or his representative. So far, employees have not utilized this right of appeal on the abatement issue. In any appeal to this Board by an em-

ployer contesting a Citation and Notice or a Notification of Penalty Assessment, the Board must provide affected employees or their authorized representatives an opportunity to participate as parties in the hearing process involving such employer appeals. The Board has been somewhat surprised at the infrequency with which employees avail themselves of this opportunity.

### HUMAN RESOURCE EFFORTS

It is the Board's primary human resource goal to provide a fair impartial forum for all people who appear before it. A remote, detached tribunal, however, is not what is intended. The Board has a responsibility to produce, insofar as possible, an adequate record accurately and fairly reflecting the relevant evidence that bears upon the issues in controversy. To this end, the Board encourages its examiners to make use of the power to produce evidence on the Board's behalf and not infrequently will remand a case, before it for decision, to the examiner for the purpose of introducing further evidence it deems necessary into the record. The well being and the protection of the rights of all of the citizens of this state is the goal to be sought. To encourage attainment of this purpose, the Board has endeavored to create an atmosphere in its proceedings in which parties appearing before it may feel comfortable and at ease. Through its staff, it is prepared to explain its proceedings to litigants and to insure them of a fair opportunity to present their cases to the Board.

The Board has completed a revision of its Rules of Practice and Procedure in line with its expanded appellate responsibilities under the Workmen's Compensation Act as well as the Washington Industrial Safety and Health Act and the Crime Victims Compensation Act. The revised rules, effective September 8, 1975, also comply with statutory regulations with regard to availability of public records. The Board continues to emphasize its view that the rules of evidence should be liberally construed within the bounds of the purposes of the Board's operations to permit evidence of probative value to come into the record and to eliminate from the record evidence of little or no value in deciding the issues in the case, so as to avoid insofar as possible the strict application of technical evidentiary rules which tend to defeat these purposes.

The Board now finds itself in a period of transition. It has become an appellate body with a broadened scope of decision-making responsibility. In view thereof, the Board is undergoing considerable restructuring of its operating methods. In an attempt to achieve maximum efficiency and effectiveness, and to control its over-all operating costs and in cooperation with the Governor's productivity program, the Board has in the past number of months extensively reviewed its entire operations. The clear conclusion which was reached was that major restructuring is called for, with more centralization of functions and staff in Olympia, and marked reduction of several support functions heretofore carried on in Seattle.

A consolidation of more functions in Olympia will produce savings in both time and money. Work time of the Board and its executive staff will be better utilized. Duplicated procedures in the areas of case indexing, statistics and record keeping, files in storage, reproduction and distribution of official documents, will be brought to an end. The Board seeks to improve its efficiency and thereby its effectiveness in carrying out its obligations to those sections of the public which it serves.

### CONCLUSION

In this report an attempt has been made to present in capsule form a description of the Board of Industrial Insurance Appeals and what it does. For those who are interested in further information on Board practices, printed booklets are available on request, detailing Board functions. These are available at the State Library and, without cost, from the Board itself. The titles of these booklets are: "Rules of Practice and Procedure Before the Board of Industrial Insurance Appeals of the State of Washington," and "Your Right To Be Heard (An Informational Booklet)."

In addition the Board publishes a Digest of Washington Cases on Workmen's Compensation Law. This loose-leaf compendium of the case law on workmen's compensation of the State of Washington contains approximately 700 pages and is kept up-to-date with periodic revisions. It consists of digests and commentary on all reported cases on workmen's compensation decided by the Washington Court of Appeals and the Washington Supreme Court. The book may be ordered directly from the Board. Its cost is \$25.00.



# Department of Labor and Industries

William C. Jacobs, Director

## OVERVIEW

The Department grew dramatically in size and scope during recent years. It assumed several new programs and needed more employees to handle heavier workloads. But the rapid growth of recent years slowed during 1975. Programs stabilized and matured. The Legislature amended many laws administered by the Department, but added no major programs. Although workloads continued to mount throughout the Department's six major divisions, the agency's payrolls showed the smallest increase since 1971. The Department hired an average of 94 new employees each year between 1971 and 1974, but added only 29 during 1975. Despite increased demands, the Department improved its services in many areas and planned several changes, such as the Industrial Insurance Division's automated records system, that should strengthen future services to the public.

## INDUSTRIAL INSURANCE DIVISION

**Inflation** in medical costs and steadily increasing job injuries continue to be the division's major problems. Medical costs jumped about 15 percent during 1975. Claims from injured workers for industrial insurance benefits continue to increase, although statewide employment levels remain relatively stable. Injured workers, including those employed by self-insured firms, filed 138,100 claims in 1972, 156,830 in 1973, 170,568 in 1974, and 177,375 this year. Consequently, employers and workers must pay higher premiums to cover the annual cost of over one-half million medical bills.

**Self-insured employers**, those who qualify to pay industrial insurance benefits from their own funds, totaled 128 at the end of 1975. Fifty-three employers joined the program when it started in 1972. The total jumped to 109 in 1973 and 127 in 1974, but increased by only one new account in 1975 (the Department approved seven new self-insurance programs during the year; six previously self-insured employers returned to the regular state industrial insurance program). Workers injured in self-insured workplaces filed 25,886 claims this year — about 3,800 more than in 1974. These workers received industrial insurance benefits equal to those provided by the state's program.

**Rehabilitation services** expanded to help more injured workers return to productive employment. Staff members at the H. T. Buckner Rehabilitation Center in Seattle and the Department's field offices provided services to 2,331 injured workers during 1975, over 340 more

than in the previous year. Center personnel evaluated 1,152 injured workers and admitted 609 to comprehensive treatment programs of about six weeks' duration. Field personnel provided various rehabilitative services to 1,179 injured workers.

Rehabilitation personnel reported that 57 percent (or 1,327) of the 2,331 injured workers who received rehabilitation services were employable at the year's end. Of these, 716 had resumed previous jobs, had found new work or were actively seeking employment.

A new work evaluation building permits workers to prepare for the physical demands of reemployment under simulated work conditions in such occupations as logging and metal work. The Center also expanded programs designed to help recovering workers cope with social and psychological problems resulting from disabling injuries.

The Department expanded field rehabilitation services to include the Mount Vernon area. These services previously existed in Tacoma, Seattle, Olympia, Everett, Spokane, Yakima, and Vancouver, and will be added soon in Kennewick and Longview. Field personnel serve as liaisons between injured workers, physicians and employers to promote the worker's return to productive employment.

**ARMS.** The Department won 1975 legislative approval for an "automated records management system" (ARMS) designed to eliminate physical storage and handling of the more than 150,000 claim files it now receives each year. ARMS equipment will microfilm copies of injured workers' claims, employer account files, and a variety of other information. Benefits will include reduced personnel needs, more efficient record storage and faster service to the public by giving many division employees simultaneous access to records.

**New laws** passed during the 1975 legislative session will broaden the Department's services. Surviving spouses of deceased workers may now waive lump-sum remarriage payments for the right to have monthly payments reinstated following termination of a remarriage. Political subdivisions and private non-profit organizations may now provide medical-aid coverage to volunteer workers. Claimants whose injuries occurred between mid-1971 and mid-1975 received increased benefits through a one-time "catch-up" formula. Employers must now get approval from a temporarily disabled worker's physician before assigning the worker a "light-duty" job. The Department may continue to pay for pain-alleviating drugs,



even after a claimant's disability award or pension has been allowed. Federal and state law now lets the Department reduce payments to some claimants who also receive Social Security benefits.

Congress continues to study measures aimed at preemption of state industrial insurance programs. One of the bills now under consideration (S. 2018) would, in the Department's view, seriously impair this and other efficient state-run programs. S. 2018 would require state agencies administering industrial insurance programs to enforce federal law without legislative authorization to do so. The bill contains no fiscal limits and, the Department believes, fails to cover a sufficiently wide spectrum of American workers.

**Workmen's Compensation Advisory Committee.** The Legislature extended voting privileges this year to two (formerly ex officio) Committee members, one representing self-insured employers and the other representing their employees. This nine-member Committee's membership is divided equally between representatives of employers and employees. The division supervisor (still ex officio) is the Committee's statutory chairman. The Committee reviews proposed Department-request bills and acts as liaison between labor organizations, business groups and the Department. Committee approval was instrumental in passage of a Department-request bill requiring employers to immediately report fatal and time-loss injuries. The bill contained numerous other amendments needed in industrial insurance law.

## INDUSTRIAL SAFETY AND HEALTH DIVISION

**WISHA** — the Washington Industrial Safety and Health Act — was two years old on June 7, 1975. During those two years, Department inspectors performed 41,043 workplace inspections and cited employers for 107,540 violations of WISHA rules.

During 1975, inspectors visited 22,043 workplaces and cited employers for 54,728 violations of WISHA codes. Employers appealed 282 of these citations, 13 more than in the previous year. The Department received 140 requests for variances from WISHA requirements, 14 more than in 1974.

The Department charged employers with a total of \$185,325 in proposed penalty costs during 1975, an increase of almost \$33,000 over the previous year. The average proposed penalty cost for "serious" violations was \$191, up from \$130 in 1974. Inspectors proposed penalty costs averaging \$100 for "non-serious" violations, down from the average \$130 charged in the previous year.

During 1975, inspectors cited 318 employers for failure to correct hazards before a specified deadline. Proposed

penalties charged against these employers totaled \$60,074 and averaged \$189. This is a significant increase from 1974, when inspectors cited 92 employers for non-abatement. Proposed penalty charges then totaled \$26,805 and averaged \$291.

Almost half of all Department inspections were "special emphasis" visits to workplaces with histories of serious accidents. In addition, rechecks of previous inspections jumped from 18 percent of all inspections last year to 30 percent in 1975.

**OSHA** — the Occupational Safety and Health Administration — monitors WISHA activities to insure they continue to meet federal requirements. Since enactment of WISHA in 1973, OSHA has evaluated the WISHA program four times at six-month intervals. As part of the evaluation, OSHA inspectors accompanied WISHA inspectors on 84 workplace visits between June, 1974 and May, 1975, and checked 122 workplaces after previous WISHA inspections. OSHA's continued approval of WISHA qualifies the Department to receive up to 50 percent federal matching funds — amounts that averaged \$1.8 million in 1974 and 1975.

The Department also added new WISHA rules and code revisions to satisfy OSHA requirements. Among the major improvements: all public and private employers are now required to maintain specified job injury and illness records in their workplaces, regardless of the number of workers employed. The records will assist the Department in compiling job injury statistics. The Department made further code changes on trucks and trailers, variance and abatement procedures, employee requests for inspections, electric power lines and ship construction, repair and demolition. Additional rules adopted cover the use of explosives and vinyl chloride. The Department will soon propose adoption of supplemental rules affecting logging, construction, waterfront cargo handling, and pulp and paper manufacturing.

**Farmers** became subject to a new set of safety rules written especially for the agricultural environment. The new rules, effective on February 24, 1975, affect about 12,440 agricultural employers and supplement the state's existing general safety standards.

**Job-related disease** research done by the Department received national recognition when the American Industrial Hygiene Association gave complete official accreditation to the agency's industrial hygiene laboratory. The laboratory is the first such government facility to be so honored. The Legislature appropriated over \$87,300 for purchase of new field and laboratory testing equipment.

**Safety consultants** visited 784 workplaces during 1975, 108 more than in the previous year. The Department's four general safety consultants and two industrial hygiene consultants visit workplaces at the employer's request and offer advice on how to comply with WISHA

rules. They do not cite violations but do require employers to correct serious hazards before specified deadlines.

**Safety education** programs conducted by the Department intensified throughout the state. Department safety experts conducted seminars on such subjects as forklift operation, excavation, flagging and harricading, and farm accident prevention. Some 30,000 workers and supervisors passed first-aid courses taught by Department-trained instructors. Foremen and supervisors learned new methods of motivating employees to work safely. Over 8,000 employers received instructional materials enabling them to teach workers safe lifting techniques. The Department helped 1,011 companies start combined employee-employer safety committees, an increase of 235 such groups over the previous year. The Department continued to offer safety films and posters to assist in-plant accident prevention programs.

**Employee Retraining.** The heavier workloads resulting from the enactment of WISHA in 1973 brought a corresponding need for employee retraining. That year, the Department spent over 4,000 man-hours retraining 116 employees. Retraining time more than doubled during 1974. Some 167 employees were involved. In 1975, 100 employees spent 8,640 man-hours studying WISHA provisions. Heavy workloads, particularly for field personnel, kept the Department from reaching the 1975 retraining goal of 10,000 man-hours. The Department will again try to reach this goal in 1976.

## BUILDING AND CONSTRUCTION SAFETY INSPECTION SERVICES DIVISION

**New legislation** empowers the Board of Electrical Examiners to test and certify electricians for new "general" and "specialty" license classifications. The new laws exclude contractors who held licenses in 1974 from testing requirements. Other new laws: apprentice plumbers and electricians need no longer have Department permits. Learners in these trades may qualify for journeyman certification examinations by working under a certified journeyman's supervision.

**New rules** adopted during 1975 bring state requirements for the construction of mobile homes, recreational vehicles, and commercial coaches up to nationally recognized standards. The division adopted similar rules for the use and installation of electric wires and equipment, boilers and other unfired pressure vessels.

**Contractor registration** helps protect the public against fraudulent or incompetent contractors. Some 11,000 contractors were registered when the Department assumed the program in 1973. The Department registered another 7,000 contractors in 1974. Registration had risen to 20,000 in 1975. With the addition of two com-

pliance officers, the Department believes it can locate half of the estimated 10,000 unregistered contractors during the next year.

**Safety inspections** in 1975 resulted in approval of 22,870 factory-built homes, mobile homes, recreational vehicles and commercial coaches. The division approved 22,700 units in 1974. Inspectors required correction of defects in 1,790 units, a decrease from the 2,643 corrections ordered in 1974. The Department also inspected 123,039 new electrical installations in 1975, 8,130 more than in the previous year. Boiler inspectors checked 6,915 units, 1,350 more than in 1974.

## INDUSTRIAL RELATIONS DIVISION

**1975 legislation** will remove public employee mediation from the Department, assigning all such state-administered programs to a new Public Employment Relations Commission. The Department's six mediators and one clerical employee will be transferred to the Commission after its members have been appointed by the Governor. Mediation responsibilities in three other state agencies will also be transferred to the Commission.

Further legislation sets minimum wage levels for most jobs through January 1, 1977, and requires most non-farm employers to pay workers 1.5 times their regular wage rate for work in excess of 40 hours per week. The Department enforces minimum wage levels throughout the state and collects unpaid wages for employees. The law now sets wage levels in four major job categories: general employment; state and local government; hospitals and nursing homes; and retail food and beverage service. All wages, except those paid some employees excepted by the law, must reach at least \$2.30 by January 1, 1977.

**New employment standards**, supplementing rules adopted in 1974, drew protests from several quarters. The Industrial Welfare Committee adopted the rules on a temporary basis but postponed permanent adoption pending legislative study of the need for state regulation in this area. The rules set specified meal and rest periods under some circumstances, require safety training in lifting for certain jobs, set regulations for employees' wearing apparel and place responsibility for safe and healthful workplace conditions on employers. The Department will continue to enforce the temporary standards in workplaces throughout the state and will monitor potential need for additional standards.

**Blanket minor work permits** are now issued to employers, rather than the single permit for each minor issued previously. New rules adopted by the division allow qualified employers to receive a "blanket" permit to employ as many minors as they wish. The division expects the new procedures to reduce administrative time and costs.



### APPRENTICESHIP AND TRAINING DIVISION

**Registration** in apprentice programs remained stable in 1975 as unskilled workers sought job training needed for competition in the state's tight labor market. Overall registration in the four-year 1972-1975 period: 5,514, 6,255, 7,135 and 7,086.

The number of military veterans enrolled in work-training programs jumped from about 3,000 in 1974 to 3,600 this year. Registration in plant-type apprentice programs climbed from 334 to 441. The number of learners registered with non-apprentice, on-the-job training programs dropped from 1,502 last year to 1,059 in 1975.

**Racial minority groups** continued to total about 13 percent of all apprentices registered. Of the total number of apprentices, 5,078 were White, 435 were Black, 132 were American Indian, 118 were Mexican-American, 59 were Oriental and 24 were of other races. Some 181 apprentices did not identify their race. Female apprentice registration rose from 47 in 1974 to 75 in 1975.

**"Drop-outs"** continue to detract from the overall success of apprenticeship programs. Drop-out rates averaged 60 percent over the five years prior to 1974, fell to 45 percent that year when registration application procedures improved, but then climbed to 53 percent this year. The division will continue to ask local Joint Apprenticeship and Training Committees to tighten screening procedures to insure applicants intend to complete their programs.

### CRIME VICTIMS COMPENSATION DIVISION

**Crime victims** received \$214,384 in medical, time-loss and other benefits during fiscal year 1975, the division's first full year of operation. Some 455 crime victims received benefits during that time. About 83 percent of the total 1975 benefit expenditure went to medical costs (\$79,818), time-loss compensation (\$52,321) and perma-

nent partial disability awards (\$46,132). Remaining program costs included fatality pensions, remarriage settlements, burial expenses, immediate payments to survivors, lump-sum payments and other miscellaneous costs. The division's five employees administer all benefit payments, which come from the state's general fund.

**Washington's program** served a higher percentage of crime victims than any of the eleven other similar programs in the nation. For example, New York State, with a population over five times higher than Washington's and a crime rate almost three times higher, received less than 200 claims during its program's first year. Washington crime victims filed almost 700 claims.

**Department-request legislation** passed during 1975 requires crime victims to report crime-caused injuries to police within 72 hours. The measure also requires police and other agencies to release information concerning victims' claims to the Department.

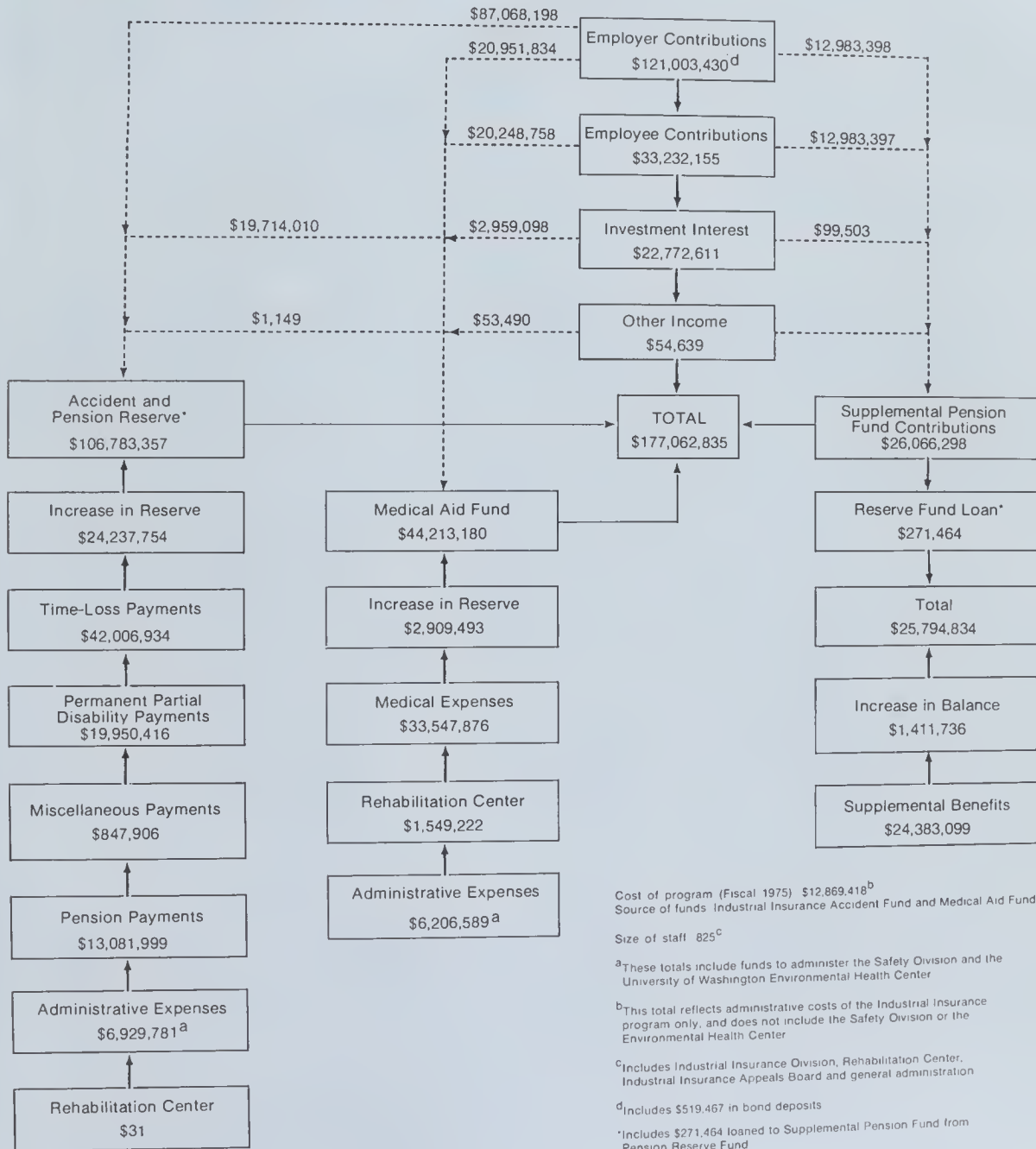
### BOARD OF PILOTAGE COMMISSIONERS

**Shipping accidents** on Puget Sound and adjacent inland waters, Grays Harbor and Willapa Bay continued to drop significantly during 1975. State-licensed pilots were involved in 45 shipping accidents during 1973, 25 in 1974 and 20 this year. The Department of Labor and Industries' director is by statute the chairman and an ex officio member of the Board, which regulates pilotage services. Other Board members include two pilots' representatives and two shipping company representatives.

**State legislation** designed to minimize the chances of oil spills on Puget Sound became effective on September 8, 1975. The new environmental protection laws prohibit tankers over 125,000 deadweight tons from entering the Sound and require that enrolled tankers over 50,000 deadweight tons have a state-licensed pilot in control. Tankers between 40,000 and 125,000 deadweight tons must now have a number of safety features or tug escorts of specified horsepower.

## INDUSTRIAL INSURANCE DIVISION

## FUND SOURCES AND EXPENDITURES—FISCAL 1975

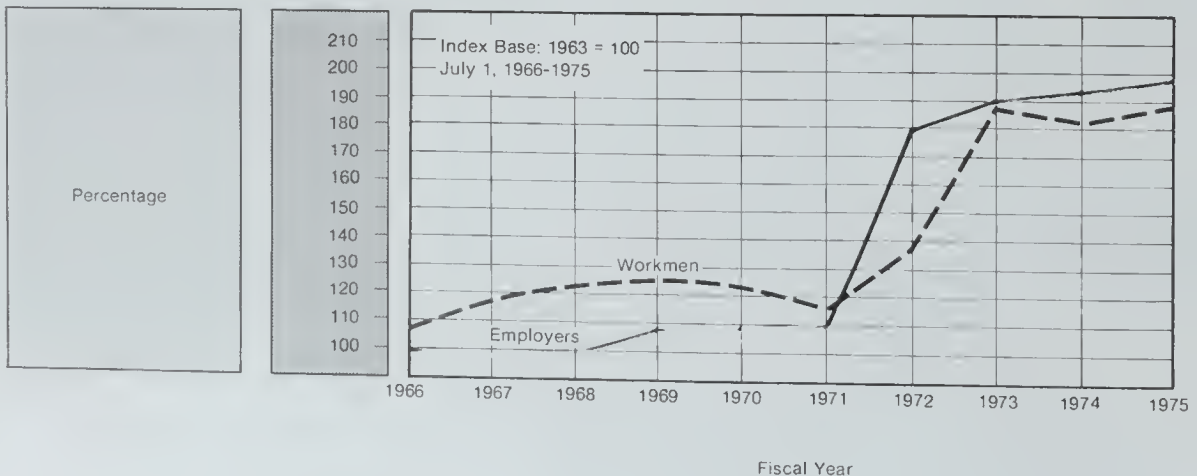


# INDUSTRIAL INSURANCE EMPLOYER ACCOUNTS AND WORKERS COVERED 1963-1975

Year (July 1)	Number of Accounts	Percent of 1963	Estimated Number of Workers	Percent of 1963
1963	44,429	100.0	505,743	100.0
1964	44,742	100.7	492,319	97.3
1965	44,814	100.9	501,199	99.1
1966	43,999	99.0	545,856	107.9
1967	43,471	97.8	598,157	118.3
1968	44,531	100.2	617,872	122.2
1969	48,185	108.5	636,265	125.8
1970	48,597	109.4	621,527	122.9
1971	48,614	109.9	572,597	113.2
1972	79,933	180.0	698,278	138.1
1973	84,664	190.6	953,994	188.6
1974	86,523	194.7	923,609 <sup>c</sup>	182.6
1975	87,569	197.1	947,000 <sup>c</sup>	187.2

<sup>a</sup>State fund accounts<sup>c</sup>Includes self insurers<sup>b</sup>Full-Time equivalents<sup>\*</sup>Estimate

## INDUSTRIAL INSURANCE EMPLOYER ACCOUNTS AND WORKERS COVERED—PERCENTAGE OF 1963



# DIVISION OF INDUSTRIAL SAFETY AND HEALTH

## SUMMARY OF ACTIVITIES—FISCAL 1975

### SUMMARY OF ACTIVITIES—FISCAL 1975

Cost of program (Fiscal 1975): \$3,556,558  
 Source of funds: Industrial Insurance Accident Fund,  
 Medical Aid Fund and Federal Matching Funds  
 Size of Staff, 175

#### Safety and Health Inspection

Inspections .....	15,004
Follow-up inspections .....	6,662
Violations cited	
Serious .....	892
Non-serious .....	53,836
Accident investigations .....	377
Consultative visits .....	784

#### Electrical Utilities and Communications

Inspections .....	254
Follow-up inspections .....	6

#### Industrial Hygiene

Industrial Hygiene surveys .....	1,401
Laboratory investigations .....	2,470

#### Mines and Explosives

Explosives magazine licenses issued	
Field .....	561
Permanent .....	306
Explosive user licenses issued	
New .....	688
Renewal .....	2,383
Explosive purchaser licenses issued	
New .....	412
Renewal .....	1,606
Explosive inspections .....	867
Explosives destroyed .....	24
Mining inspections (underground) .....	11

#### Marine and Dock

Crane certificates issued .....	206
Crane inspectors currently certified .....	75
Other crane and dock inspections .....	312
Boats certified .....	45
Grain elevators inspected .....	22
Grain spout certificates issued .....	115

#### Safety Education

Films loaned or shown .....	2,520
Attendance at film showings .....	115,286
Safety committee programs set up .....	1,011
Attendance at safety training .....	23,123
Art work projects .....	1,895

#### First Aid Training

First aid instructor certificates issued .....	18
First aid classes organized .....	1,753
First aid certificates issued .....	36,938

#### Engineering and Codes

Codes adopted .....	7
Products, material or processes approved for sale or use .....	31
Explosive-actuated tool permits issued .....	5,621



# INDUSTRIAL RELATIONS DIVISION

Cost of program (Fiscal 1975): \$510,305

Source of funds: State General Fund

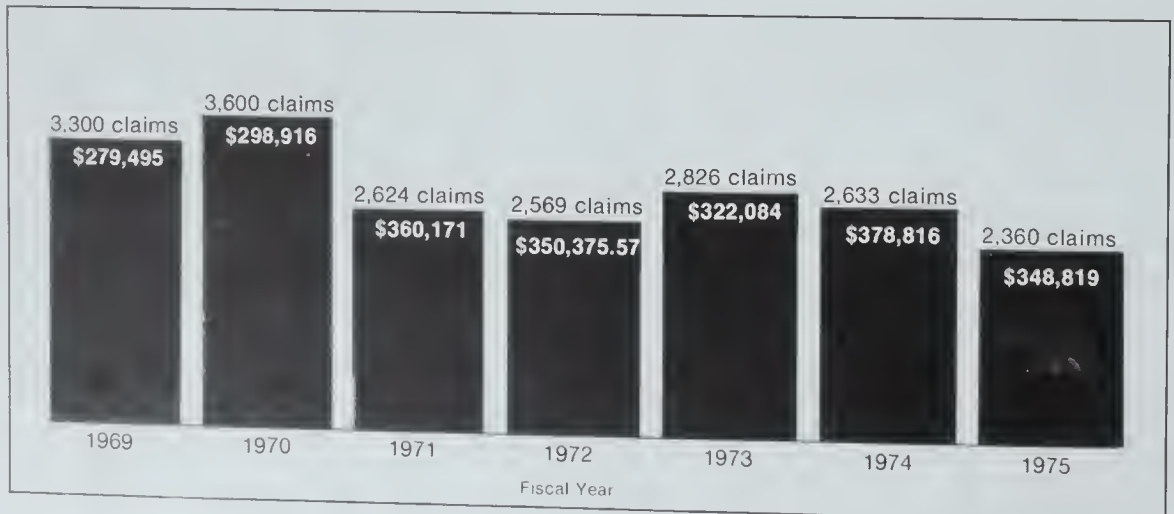
Size of Staff: 31

## SUMMARY OF ACTIVITIES

	Fiscal Year <sup>a</sup>						
	1969	1970	1971	1972	1973	1974	1975
Total mediation cases (total includes three categories below)	296	330	429	359	420	425	482
Unfair labor practice charges	NA	NA	34	30	37	49	43
Elections and/or card checks	NA	NA	110	84	125	100	115
All other mediation and arbitration cases	NA	NA	285	245	285	276	324
Minor work permits	23,650	22,318	22,124	32,071	34,747	47,924	36,149
Employer permits to employ minors	—	—	—	—	—	—	2,013
Highway bids checked	220	240	330	291	281	246	187
Affidavits certified	4,725	5,161	5,919	5,618	6,058	5,767	6,192
Statements of intent approved	4,218	4,887	5,307	4,335	5,324	4,953	5,492
Special requests for all wage rates	253	223	190	164	192	164	158

<sup>a</sup>NA (not applicable) is entered for mediation cases where records were not kept by separate category.

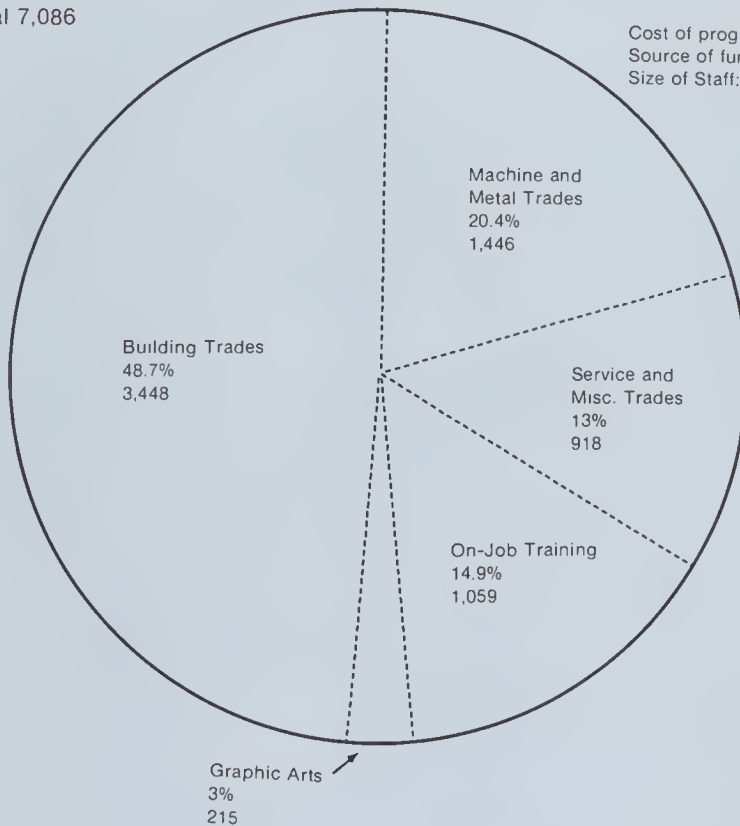
## SUMMARY OF WAGE CLAIMS



# APPRENTICESHIP DIVISION

## REGISTERED APPRENTICES AND TRAINEES—JUNE 30, 1975

State Total 7,086



Cost of program (Fiscal 1975): \$310,176  
 Source of funds: State General Fund  
 Size of Staff: 15

## APPRENTICESHIP ACTIONS—FISCAL 1969-1975

	<u>1969</u>	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>
Agreements canceled . . . . .	1,210	1,520	1,293	1,074	1,141	1,382	1,764
Agreements completed . . . . .	813	1,086	1,014	1,168	1,235	979	1,674
Agreements registered . . . . .	2,885	2,509	2,246	2,474	3,073	3,194	3,341

# BUILDING AND CONSTRUCTION SAFETY INSPECTION SERVICES DIVISION

## SUMMARY OF ACTIVITIES—FISCAL 1975

Cost of program (Fiscal 1975): \$2,387,984

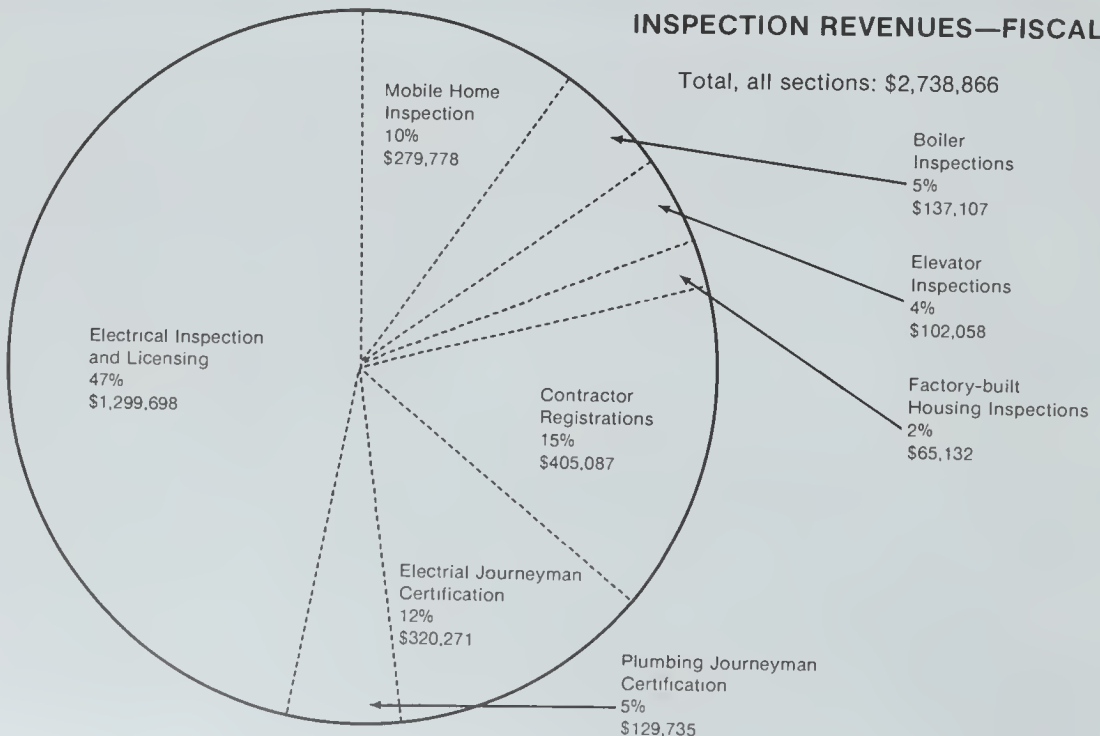
Source of funds: State General Fund account  
supported by inspection revenues

Size of Staff: 133

No. electrical inspections .....	123,039
No. electrical licenses issued .....	1,887
Boiler inspections .....	6,915
Elevator inspections .....	3,149
Mobile home inspections .....	6,884
Elevator installation permits .....	130
Factory-built housing inspections .....	1,781
Contractor registrations .....	20,000
Journeyman plumber certifications .....	3,500
Journeyman electrician certifications .....	9,000
Electrical contractor administrator licenses .....	1,800

## INSPECTION REVENUES—FISCAL 1975

Total, all sections: \$2,738,866



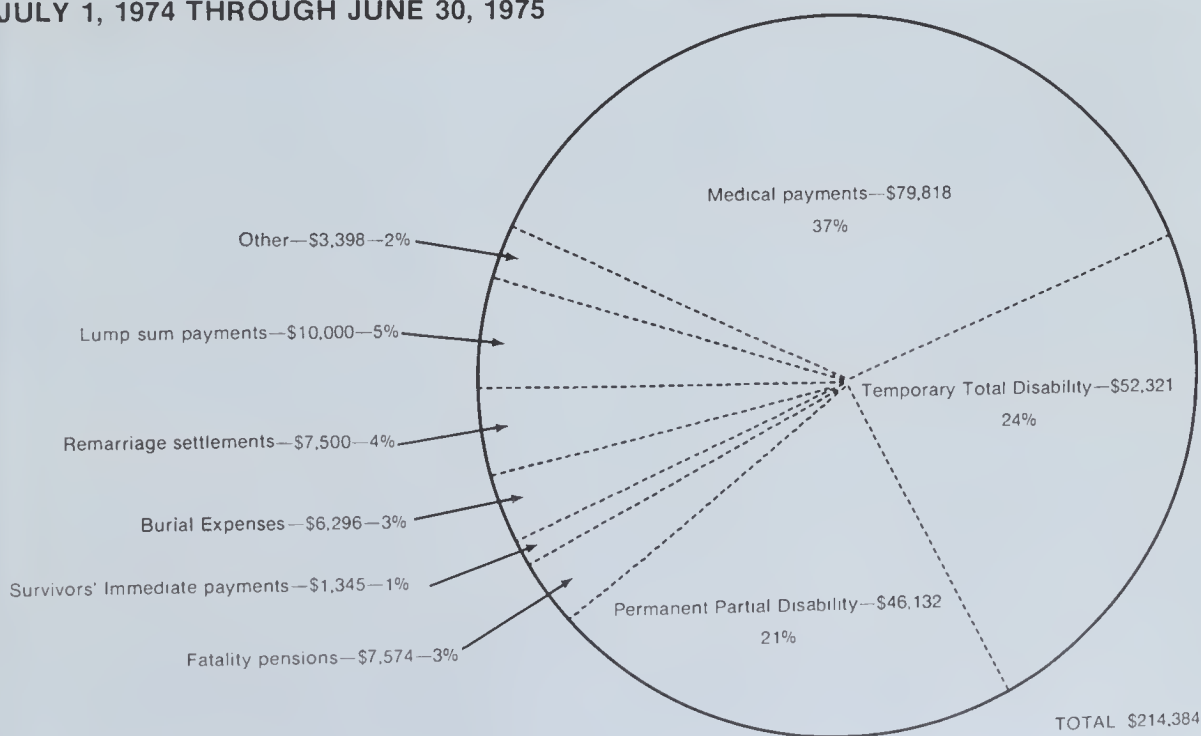
# CRIME VICTIMS COMPENSATION DIVISION

## CRIME VICTIM CLAIMS FILED DISTRIBUTION BY CLASS OF CRIME JULY 1, 1974 TO JUNE 30, 1975

Cost of program (Fiscal 1975): \$298,591  
Source of funds: State General Fund  
Size of Staff: Five

	NUMBER	PERCENT
Assault .....	170	24.4
Aggravated Assault .....	155	22.2
Robbery .....	129	18.5
Rape .....	117	16.8
Murder .....	35	5.0
Forcible Sodomy .....	6	.9
Kidnapping .....	3	.4
Manslaughter .....	2	.3
Negligent Homicide .....	1	.1
Arson .....	—	—
Explosives .....	—	—
All Other .....	6	.9
Attempted Crime .....	29	4.2
Not Defined .....	44	6.3
	<u>697</u>	<u>100</u>

## SUMMARY OF AWARDS GRANTED BY CATEGORY OF PAYMENT JULY 1, 1974 THROUGH JUNE 30, 1975





# OPERATION OF FUND STATEMENT—JULY 1, 1974 THROUGH JUNE 30, 1975

## OPERATION OF FUND STATEMENT JULY 1, 1974 THROUGH JUNE 30, 1975

(1) Cash accounting only; does not include fund to fund transfers.

	Accident Fund	Medical Aid Fund	Surplus Fund	Reserve Fund	Supplemental Pension Fund	Total All Funds (1)
Balance July 1, 1974	\$183,902,971.41	\$41,838,815.54	\$635,791.74	\$108,615,462.84	\$ 873,187.70	\$335,866,229.23
Contribution	84,751,979.53	40,472,001.45	25,513.79	—	25,966,794.99	151,216,289.76
Surety Bond Deposit	519,467.09	—	—	—	—	519,467.09
Income Self-Insurer	790,509.21	703,077.18	—	1,006,242.30	—	2,499,828.69
Deposit Interest	266,065.53	185,886.93	—	105,003.62	99,502.96	656,459.04
Investment Interest	12,741,551.05	2,773,210.88	—	6,601,389.92	—	22,116,151.85
Other Income	1,148.88	53,489.77	—	—	—	54,638.65
Transfer Between Funds	—	—	—	21,450,357.60	—	—
Creation of New Pension	—	—	—	—	—	—
Insurance Commissioner's Report	2,354,204.28	—	—	—	—	—
Supplemental Pension	2,414,992.08	—	—	1,010,000.00	—	—
<b>Total Income</b>	<b>\$103,839,917.65</b>	<b>\$44,187,666.21</b>	<b>\$ 25,513.79</b>	<b>\$ 30,172,993.44</b>	<b>\$26,066,297.95</b>	<b>\$177,062,835.08</b>
Claims Paid Including Travel	\$ 62,805,254.92	\$33,499,202.28	\$ 48,673.60	\$ 13,081,999.07	—	\$109,435,129.87
Supplemental Pension Fund Payments	3,153,528.96	—	—	—	\$21,229,570.01	24,383,098.97
Transfer Between Funds	—	—	—	—	—	—
Creation of New Pension Reserve	20,325,594.54	—	—	—	—	—
Second Injury Account	1,124,763.06	—	—	—	—	—
Supplemental Pension	—	—	—	—	3,424,992.08	—
Insurance Commissioner's Report	—	—	—	2,354,204.28	—	—
Administrative Expense	—	—	—	—	—	—
General Administration	589,496.92	563,638.61	—	—	—	1,153,135.53
Industrial Insurance	4,527,289.95	3,671,579.07	—	—	—	8,198,869.02
Rehabilitation Center	31.21	1,549,222.19	—	—	—	1,549,253.40
Safety Division Expense	1,082,710.61	291,692.00	—	—	—	1,374,402.61
Appeals Cost	489,090.17	1,479,069.78	—	—	—	1,968,159.95
University of Washington Environmental Health Center	241,193.28	200,609.45	—	—	—	441,802.73
<b>Total Disbursement</b>	<b>\$ 94,338,953.62</b>	<b>\$41,255,013.38</b>	<b>\$ 48,673.60</b>	<b>\$ 15,436,203.35</b>	<b>\$24,654,562.09</b>	<b>\$148,503,852.08</b>
Balance June 30, 1975	\$193,403,935.44	\$44,771,468.37	\$612,631.93	\$123,352,252.93	\$ 2,284,923.56	\$364,425,212.23



# Board of Prison Terms and Paroles

Bruce Johnson, Chairman

## INTRODUCTION

During this year the Board of Prison Terms and Paroles faced the challenge of resolving the pressure of a heavy work load schedule involving case by case decision making and an increased demand for evaluation and policy development. The need for policy evaluation and development addresses the question of the unstructured discretionary power of the Board. To meet this challenge the Board has agreed to a reassessment of its goals, objectives, and functions. We have developed a *Plan of Action* to allow for policy review and possible redirection of the manner in which the Board makes its decisions.

This report summarizes the Board's activities during the past year and outlines the areas that are under consideration for change.

## ORGANIZATION

The Board of Prison Terms and Paroles is an independent agency within the executive branch of the government. The Board is a twenty-five person agency composed of seven Board Members, an Administrative Officer, three Hearing Officers, and fourteen staff persons. Board members are appointed by the Governor with the consent of the Senate. The members serve staggered terms of five years. The Governor appoints one of the members to serve as Chairman. The Board's primary functions may be divided into three general areas:

- Fix minimum terms of confinement for all persons sentenced to an adult correctional institution;
- Review progress and determine when and under what conditions to parole to the community;
- Retake and discharge from parole as is appropriate.

The members base their decisions on factual evidence, individual evaluation, public interest, and prevailing social values. The members conduct their meetings with the residents in a setting reflecting fair play and procedural due process.

## PLAN OF ACTION

During this fiscal year the Board scheduled two Board Development conferences to facilitate the evaluation of our goals, objectives, and work load. The conferences were effectively conducted with the assistance of consultants provided by the Office of Program Planning and

Fiscal Management. These conferences gave the members the opportunity to come to grips with a number of major concerns and to conduct a comprehensive review of Board policies and activities. At these conferences the Board developed a *Plan of Action* designed to provide a systematic method for evaluation and reassessment of Board policy. The *Plan of Action* includes the following policy considerations:

- Development of measures of effectiveness for improved decision making;
- Establishment of explicit policy and rationale for Board decision making;
- Expansion of opportunities for increased Board activities through revision of the way the Board schedules its work load;
- Scheduling of regular Board meetings in various geographic areas to encourage public participation and input;
- Establishment of regular meetings with judges, attorneys, and adult correctional representatives;
- Upgrading quality of information submitted to the Board and encouraging and soliciting research concerning decision making; and
- Development of legislative proposals concerning problem areas.

Within the *Plan of Action* the Board established timetables and fixed responsibility to ensure that these policy matters are addressed and acted upon. The Board Development conferences proved fruitful and regular conferences are scheduled on an ongoing basis.

The Board adopted an over-all statement expressing concern for personal property and safety which reads as follows:

*" . . . to protect the personal safety and property of each citizen by exerting optimum control over persons sentenced to prison in Washington State."*

Within this goal, we defined our key objective as:

*" . . . reduction of the recurrence of crime."*

Additionally, we adopted specific policy statements aimed at establishing and maintaining effective and timely communication of issues and needs with the public, elected representatives, and agencies of the criminal justice system.

## IN-PERSON MEETINGS WITH RESIDENTS

A review of the Board's policy concerning annual in-person meetings was mandated by the increased pressure

of our work load. The work load of the Board is two-fold: (1) case by case decision making and (2) policy development. During the 1975 fiscal year the Board conducted 4,628 in-person meetings in the institutions to fix minimum terms, reconsider existing terms, or to consider residents for parole. These case by case decisions have not allowed sufficient time to address pressing policy issues. Therefore, as the Board's first step in the implementation of its *Plan of Action*, it was necessary to consider ways to reduce the time spent in case by case decision making. The Board reevaluated the value of annual in-person meetings and by consensus the Board's new policy concerning annual review is as follows:

- If the resident's minimum term of confinement has been fixed at 2½ years or less, the Board will fix a parole date, contingent upon the resident's earning good time credits and developing an approved parole plan. If the minimum term of confinement is over 18 months, the Board will conduct an administrative review at the end of the first year in lieu of an in-person meeting.
- If the resident's minimum term of confinement is over 2½ years but 5 years or less, the first in-person meeting will be scheduled 18 months after the resident's admission date.
- If the individual's minimum term is greater than 5 years or if the individual has a mandatory life sentence, the first in-person meeting will be scheduled 2 years after his admission date.

The Board's revised policy provides that we will administratively review on an annual basis each case in which the minimum term of confinement is 18 months or greater. The annual administrative review will address the granting of good time credits, consider any further recommendations of the superintendent, and other action as deemed appropriate.

### MINIMUM SENTENCE DETERMINATION

Washington State has a modified indeterminate sentence structure by law. The maximum term is regulated by statute and the minimum term is fixed by the Board. During 1975 fiscal year the Board fixed 1,267 minimum terms and the mean length of the minimum term was 4 years and 10 months. Additionally, the Board fixes a new minimum term for those individuals returned as parole violators. During 1975 fiscal year the Board fixed 216 new minimum terms and the mean length of the minimum terms fixed was 2 years and 11 months. (See tables III and IV.)

The Board has full discretion in fixing the minimum term of confinement up to the maximum sentence provided by law unless a mandatory minimum term is specifically required. For example, if there is a "finding of

fact" by the court that the committed person was armed with a deadly weapon, the Board must impose a mandatory minimum term of 5 years for a first felony conviction and 7½ years for a second felony conviction. Also, if the person was convicted of a crime while "armed with a firearm" a mandatory minimum term must be imposed. The conviction of Kidnapping First Degree requires a 20-year mandatory minimum term. A finding of Habitual Criminal dictates a mandatory minimum term of 15 years. The Board was required to impose mandatory terms in 95 cases of the 1,267 minimum terms fixed during 1975 fiscal year. The Board has the power to impose a term greater than the mandatory minimum term.

The Board has the discretion, under the law, to waive all mandatory minimum terms, except those persons who have been convicted of Murder 1st or Murder 2nd, by a vote of 4 of the 7 members. During the 1975 fiscal year the Board waived 52 mandatory minimum terms.

The Board's discretion is limited when an individual is committed to prison for the crime of Murder 1st Degree or Carnal Knowledge of a Child Under Ten. In such cases the Board has authority to parole such a person only after the committed person has been continuously confined for a period of 20 years, less earned good time. Also, it is necessary for the superintendent to certify to the Board that the person's conduct and work has been meritorious and that he recommends parole for the committed person. Therefore, a person who has been sentenced for either of these two crimes may not be considered for parole prior to serving a minimum period of 13 years and 4 months.

The Board's rules of practice and procedure for fixing minimum terms provide that:

- The Board will fix a minimum term within 6 months after the admission of the convicted person to a state correctional institution, and within 30 days if the person is a parole violator;
- The Board will not schedule a person for a minimum term meeting until receiving the proper court papers and a recommendation from the prosecuting attorney and sentencing judge, as well as a social history prepared by the Department of Social and Health Services;
- The Board is mandated by statute to thoroughly inform itself as to the facts of the convicted person's crime and also inform itself as thoroughly as possible about each person as a personality;
- Two members of the Board will meet, in person, with the convicted person when determining the minimum term. No family members, friends, relatives, interested parties, attorneys or advocates are present. However, the Board encourages the submission of letters and written evidence on behalf of the convicted person.

Washington's is one of the few parole boards in the country which is empowered to fix minimum terms. One of the primary purposes of this law is to balance against broad dissimilarity of sentence and allow the minimum term to be set after thorough study and analysis of the convicted person and the circumstances of his crime.

## MINIMUM TERM RECONSIDERATION AND PAROLE

The minimum term fixed by the Board is not the actual length of time a person will serve in a correctional facility. The Board may grant "good time" credits up to one-third of the resident's sentence upon the superintendent's written certification that the resident's behavior has been meritorious and he has earned the allowance of good time credits. The Board also has the authority to reconsider the minimum term in addition to the granting of good time credits and may parole an individual at any time that, in the opinion of the Board, the resident is rehabilitated and is a fit subject for release.

The rules and procedures governing progress and parole meetings provide that the Board will normally meet, in person, with the resident in panels of two to reconsider the sentence and prospects for parole. General considerations that the Board takes under advisement in evaluating a resident's readiness for parole include:

- The degree or extent of threat that may be posed to the public by the individual. Significant clues may be provided by the individual's prior criminal history, his commitment to criminal norms, and changes perceived as a result of his institutional experience;
- The nature of his response to the correctional programs and significant changes concerning insight and attitudes as seen by the institutional staff;
- The kind of personal stability and responsibility evidenced both in the past and while the resident is in the institution and the factors available to ensure continued stability after release, including family ties, satisfactory living arrangements, ability to form positive personal relationships, and employability;
- The kinds of personal deficiencies apparent at admission and overcome during the incarceration, such as: educational achievement, completion of vocational training, or assistance through staff counseling and therapy;
- Determination of the sociological and psychological characteristics of the inmate, his attitudes and value systems;
- The willingness of the community to which he is returning to accept him and assist his reintegration into free society, and the deterrent effect incarceration has on other members of the community;

- Agreement of the Board that the person's rehabilitation has been complete and that he is a fit subject for release.

During the 1975 fiscal year a total of 1,234 men and 75 women were paroled from Washington State correctional facilities. Paroles from Washington State Adult Correctional Institutions — Fiscal 1975. The median length of time served of all persons released during 1975 fiscal year was 17.0 months. (See tables V and VI.)

## EXPLICIT BOARD POLICY

The members agreed at the Board Development conferences to proceed in the development of an explicit policy to provide guidelines in the fixing of minimum terms. The National Advisory Commission on Criminal Justice Standards and Goals states:

*"The major task of the parole board is articulation of criteria for making decisions and development of basic policies. This task is to be separated from the specific function of deciding individual parole grant and revocation cases, which may be performed either by the board in smaller states or by a hearing examiner."*<sup>1</sup>

<sup>1</sup> National Advisory Commission on Criminal Justice Standards and Goals, Report of the Task Force on Corrections: Summary Report on Corrections

The establishment of an explicit policy in decision making provides increased capability to ensure that similar persons are dealt with in similar ways in similar situations. Thus, an explicit paroling policy enables and encourages the concept of fairness and equity through similarity and ability to compare similar cases.

Presently the Board is compiling past experience concerning minimum term fixing and information concerning parole revocation rates. As part of the parole revocation study the Board is evaluating the effectiveness of using statistical aids — a base expectancy — in its decision making. It is expected that the Board will use this data to develop an explicit policy — a decision making matrix — to assist in minimum term fixing. The decision making matrix will consider the severity of offense and reflect the risk the committed person may pose to the community. The Board will invite public participation in the development of this policy statement.

## REVIEW OF PAROLE PROGRESS

Parole supervision facilitates the transition between imprisonment and normal community residence through



assistance and rule enforcement. Every effort is made to ensure that an individual paroled is released to a plan which has been fully investigated and offers the maximum opportunity for success. After release, the parole officer maintains continuous contact with the parolee and submits periodic reports to the Board concerning progress and community adjustment.

The rules and conditions established by the Board provide the major frame of reference through which the parole officer exercises control of the parolee. The rules of parole are tailored to the individual needs of each parolee and are meant to be tools of supervision that assist in the reintegration of an offender. In the event that a parolee fails to abide by the conditions of parole, has been convicted of a new crime, or is suspected of committing a new crime, the parole officer is obligated to submit a report of violation to the Board. When the parole officer determines that a parolee has reached a satisfactory level of adjustment and chance of further criminal activity is minimal, the officer submits a report to the Board recommending a Conditional Discharge from Supervision.

### **PAROLE REVOCATION**

No matter how well rules and conditions of parole are chosen, the final test lies in how well they are applied and sanctioned. This involves skill and judgment on the part of the parole officer, the Board Hearing Officers and the Board Members. In the event of alleged violation of the conditions of parole, the Board must determine whether the violation did, in fact, occur and, if so, whether the seriousness of the violation dictates the return of the violator to prison. The parole revocation process provides the alleged violator with the opportunity to appear before a Board Hearing Officer at a Preliminary Hearing and a Member of the Board at a full Parole Revocation Hearing. These hearings are conducted in the vicinity of the alleged violation and the alleged violator has the opportunity to present evidence and witnesses on his behalf, to confront his accuser and to be represented by counsel. If the alleged violator is indigent he has the right to have counsel appointed at state expense to assist him in his defense.

### **PAROLE REVOCATION RATES**

The Board recently completed a parole revocation study concerning all the individuals released on parole during the 1973 fiscal year. The individuals were rated concerning parole success and failure at six month intervals over a period of twenty-four months. See Table VIII. This study revealed that at the end of eighteen months 73.7% were rated successful, 16.3% were returned to correctional institutions, and 10% were found to have absconded supervision and their whereabouts were un-

known. The same criteria and standards were used in this study as the study the Board did in the 1970 fiscal year. Comparison of the rates reveal that the Board is less likely to return an individual to prison for technical violation, more likely to allow an individual to remain in the community to attempt to resolve parole adjustment difficulties, and more likely to allow the individual to complete court action and be returned on a new felony commitment rather than to return the individual in lieu of felony prosecution. Over the 1975 fiscal year as a whole, 17% of all admissions were returns from parole.

### **CONDITIONAL DISCHARGE FROM SUPERVISION**

Conditional Discharge from Supervision provides one more tool to effect a transition from incarceration to full community participation. Parole officers may recommend a Conditional Discharge from Supervision when it appears that a parolee has adopted the community norms to such a degree that further supervision is unnecessary. Normally, an individual is on parole one year to eighteen months before release to a Conditional Discharge from Supervision.

The Conditional Discharge from Supervision status provides that the parolee make an annual written report to the Board, obey the law at all times, and that he continue under the legal custody and control of the Board until the expiration of his maximum sentence or until discharged by the Board of Prison Terms and Paroles. A Conditional Discharge from Supervision does not restore the political rights lost by a felony conviction. In fiscal year 1975 the Board authorized the granting of the status of Conditional Discharge from Supervision to 811 parolees and denied the request of 119 parolees.

### **FINAL DISCHARGE AND RESTORATION OF CIVIL RIGHTS**

A parolee may request, in writing, a Final Discharge Restoring Civil Rights after the parolee has been on Conditional Discharge from Supervision status for one year. An investigation is conducted by the field staff of the Office of Probation and Parole upon the receipt of the written request of the parolee. The Board considers the request for the Final Discharge Restoring Civil Rights upon the receipt of the investigative report and the recommendation from the parole officer. During the 1975 fiscal year the Board granted a Final Discharge Restoring Civil Rights to 283 applicants and denied 100 such requests.

## DECISION-MAKING GUIDELINES

The decision to imprison a man is one of the heaviest responsibilities anyone can assume in a society that values freedom. Also, the decision of whether or not to parole an individual who may pose a risk to society is of grave concern and requires careful consideration. Five main value systems have been identified by the National Council on Crime and Delinquency which are commonly used as guides by Parole Board Members in the decision making process. The Washington Parole Board finds these value systems are descriptive, in part, of their own decisional process:

**Jurist.** Emphasizes the attitude that the parole process is part of the mainstream of American criminal justice. It is sensitive to concepts such as due process, appeal, rules of evidence, impartiality, and the protection of individual rights.

**Sanctioner.** Emphasizes the exacting of equitable penalties for criminal offenses and for failure to adhere to accepted behavior defined for individuals both in the institution and on parole. The Sanctioner role displays disapproval of certain types of behavior by imposing penalties.

**Evaluator.** Focuses on the individual case and the determination of the risk and rehabilitation potential of a given individual. This view involves a sensitivity to the various factors involved in assigning risk and maximizing potential success.

**Citizen.** Reflects itself in the concern for maintenance of community harmony and preservation of social order. It is also reflected in a special sensitivity to the desires of the citizenry and their expectations regarding the handling of convicted persons.

**Regulator.** Reflects concern about the effect of the Parole Board's decisions on the prison and parole system. It is sensitive to the powerful influence of its decisions on the treatment of individuals within the institution and on parole and the reaction of the persons to the decision of the Board.

## CONSTRAINTS, PROBLEMS, AND CHALLENGES

As outlined above, the Board has adopted a primary goal reflecting a commitment to the protection of personal safety and property. The Board has dedicated itself to the "*reduction of the recurrence of crime*." The Board's primary tool for impacting the recurrence of crime is effective decision making. However, there are constraints and problems which detract from effective decision making and interfere with the Board's capability to fulfill its potential.

The primary constraint and problem facing the Board is the lack of adequate information on which to base a

judgment. To make effective decisions the members need current, complete and carefully analyzed information concerning each individual appearing before them. The collection, development, and analysis of information is the burden of a myriad of subsystems within the criminal justice system. Work load burdens, communication gaps and conflicting philosophies cause inefficiency and loss of information. Often the Board members simply do not have adequate information necessary for effective decision making. The Legislature authorized the position of Case Analyst to be appointed to the Board's staff to assist in ensuring the best possible information is available to the Board when a decision is to be made.

Time constraint is a second major frustration of the Board. To analyze each individual case requires careful consideration and reflection. The number of decisions facing the Board during any given time period simply does not allow adequate time to be given each decision. Adding to the time constraint is the increased demand for incorporation of due process procedures in the correctional decision making process. The Board recognizes the need for adequate protection of individual rights, and Washington State has been a leader in this area. However, it is important to recognize the "trade off" which results from incorporation of due process procedures. Increased time spent in one area of decision making because of due process procedures results in a decrease of available time in other decision making areas.

Adequate feedback is another problem area of Board decision making. Even when the Board has full information concerning an individual, the question is raised whether or not it is using the right determinates for decision making. The Board has, historically, considered many variables in making each decision but has not articulated the weight that is given to each. To ascertain whether the Board is using the right variables requires careful and prolonged research. The Board is presently participating in a national study that is exploring this area. Additionally, the Board is conducting internal research to support the articulation of the factors and weights of the variables used in its decisional process. The challenge facing the Board is the development of an explicit policy that can be analyzed, tested, and refined.

## LOOKING TO THE FUTURE

A review of this report may lead to the conclusion that this was another typical year for the Board. This is not true. This year has been one of major policy shift. There has been a focus on articulation of criteria for making decisions and development of basic policies, as differentiated from the day to day, case by case decisional function. The movement is toward the development of an

## BOARD OF PRISON TERMS AND PAROLES

explicit policy in decision making. There has been the development of a *Plan of Action* to ensure that the policy change will come about in a systematic manner. The Board has placed high priority on seeking input from the community and affected agencies in considering the development of these new policies.

It is expected that the development of an explicit policy will enhance the Board's ability to meet its basic goal of impacting the recurrence of crime and protecting the property and personal safety of the residents of Washington State.

**TABLE I—MINIMUM TERMS FIXED, RCW  
OFFENSES—FISCAL 1974**

	Number	From		To		Average	
		Years	Months	Years	Months	Years	Months
Murder, second degree	27	1	6	35	0	14	9
Manslaughter	17	2	0	15	0	6	1
Robbery	178	0	2	30	0	5	9
Assault, first degree	18	2	0	21	0	7	10
Assault, second degree	81	1	0	16	6	4	7
Burglary, first degree	8	2	6	12	0	6	8
Burglary, second degree	256	0	6	20	0	3	1
Grand larceny	225	0	4	12	0	3	4
Auto theft	70	1	0	11	0	2	11
Forgery	81	0	6	5	0	2	9
Rape	20	3	0	20	0	7	5
Carnal knowledge	15	2	6	37	6	7	7
Indecent exposure	16	0	6	30	0	5	7
Sodomy	5	3	0	5	0	4	8
Drug offenses	215	0	3	10	0	2	7
Felon in possession firearm	5	1	6	5	0	2	7
Escape	2	0	6	1	6	1	0
Arson, first degree	7	4	0	15	0	6	8
Arson, second degree	9	1	6	7	6	3	7
Kidnapping	4	10	0	20	0	17	6
Non support	2	1	0	2	0	1	6
Other	8	0	3	10	0	2	2
All court commitments	1,269	0	3	35	0	4	2
All return from parole	268	0	1	21	0	2	1
Total	1,537	0	1	35	0	3	10

**TABLE II—DISTRIBUTION OF MINIMUM TERMS  
FIXED—FISCAL 1974**

Minimum Terms Fixed			Length of Minimum Term			
Court Commitments	Parole Violators	Total	From Years	To Months	Years	Months
13	18	31	0	1	0	6
37	41	78	0	7	1	0
115	87	202	1	1	1	6
149	51	200	1	7	2	0
142	21	163	2	1	2	6
321	30	351	2	7	3	0
65	1	66	3	1	3	6
96	7	103	3	7	4	0
8	1	9	4	1	7	6
132	3	135	4	7	5	0
35	2	37	5	1	6	0
11	1	12	6	1	7	0
60	0	60	7	1	9	0
43	3	46	9	1	10	0
35	1	36	10	1	20	0
7	1	8	20	1	40	0
1,269	268	1,537	0	1	35	0

**TABLE III—MINIMUM TERMS FIXED, RCW  
OFFENSES—FISCAL 1975**

	Number	From		To		Average	
		Years	Months	Years	Months	Years	Months
Murder, second degree	37	3	0	50	0	15	0
Manslaughter	21	1	0	10		5	3
Robbery	146	0	6	20	0	5	9
Assault, first degree	13	5	0	25	0	12	0
Assault, second degree	82	1	0	27	6	6	1
Burglary, first degree	7	3	0	20	0	6	9
Burglary, second degree	243	0	9	30	0	3	1
Grand larceny	235	0	9	15	0	3	1
Auto theft	59	0	6	10	0	2	9
Forgery	83	0	9				
Rape	24	1	6	25	0	9	3
Carnal knowledge	11	1	0	10	0	3	6
Indecent exposure	25	2	6	20	0	9	4
Sodomy	8	2	6	11	0	7	2
Drug offenses	224	0	3	10	0	2	5
Felon in possession firearm	4	1	6	6	0	4	0
Escape	9	0	9	7	6	4	1
Arson, first degree	4	3	6	20	0	7	11
Arson, second degree	9	1	6	7	6	3	11
Kidnapping	4	2	6	20	0	9	2
Accessory after fact	7	1	0	5	0	2	4
Riot	4	2	0	4	0	2	6
Other	5	1	6	4	0	2	6
All court commitments	1,267	0	3	50	0	4	10
All return from parole	216	0	1	20	0	2	11
Total	1,483						

**TABLE IV—DISTRIBUTION OF MINIMUM TERMS  
FIXED—FISCAL 1975**

Minimum Terms Fixed			Length of Minimum Term			
Court Commitments	Parole Violators	Total	From		To	
			Years	Months	Years	Months
11	22	33	0	1	0	6
61	44	105	0	7	1	0
109	31	140	1	1	1	6
146	33	179	1	7	2	0
180	31	211	2	1	2	6
209	29	238	2	7	3	0
90	5	95	3	1	3	6
98	10	108	3	7	4	0
11	0	11	4	1	4	6
130	6	136	4	7	5	0
37	0	37	5	1	6	0
18	1	19	6	1	7	0
56	1	57	7	1	9	0
51	2	53	9	1	10	0
49	1	50	10	1	20	0
10	0	10	20	1	40	0
1	0	1	40	1	50	0
1,267	216	1,483	0	1	50	0



**TABLE V—MEDIAN LENGTH OF STAY OF ALL PERSONS PAROLED—FISCAL 1965-1975\***

<b>Fiscal Year</b>	<b>Number Paroled</b>	<b>Median L.O.S. (In Months)</b>
1966	1,235	21.2
1967	1,568	22.3
1968	1,457	22.6
1969	1,569	20.1
1970	1,498	18.4
1971	1,513	17.6
1972	1,625	16.9
1973	1,571	15.9
1974	1,355	16.3
1975	1,304	16.6

\*Information provided by  
 Department of Social & Health Services  
 Planning and Research Division  
 Office of Research

**TABLE VI—PAROLES FROM WASHINGTON STATE ADULT CORRECTIONAL INSTITUTIONS—FISCAL 1975**

<b>Institution</b>	<b>Number Paroled</b>	
	<b>Male</b>	<b>Female</b>
Washington State Penitentiary	466	—
Washington State Reformatory	348	—
Washington Corrections Center Training Center	272	—
Washington Corrections Center Reception Center	27	—
Purdy Treatment Center	—	75
Mental Health Unit	3	—
Honor Camps	118	—
<b>Total</b>	<b>1,234</b>	<b>75</b>

**TABLE VII—NUMBER OF ADMISSIONS TO PROBATION AND COURT COMMITMENT TO ADULT CORRECTIONAL INSTITUTIONS PER 10,000 POPULATION—FISCAL 1975**

County	Population*	Probation Admissions <sup>a</sup>	Rate Per 10,000	Adult Correction Court Commitments <sup>b</sup>	Rate Per 10,000
Adams	12,400	7	5.6	4	3.2
Asotin	14,300	13	9.1	2	1.4
Benton	73,300	107	14.6	20	2.7
Chelan	40,900	40	9.8	27	6.6
Clallam	37,000	82	22.2	16	4.3
Clark	149,000	187	12.6	69	4.6
Columbia	4,300	9	20.9	2	4.7
Cowlitz	70,700	140	19.8	41	5.8
Douglas	18,100	46	25.4	3	1.7
Ferry	4,200	5	11.9	0	0.0
Franklin	26,700	60	22.5	17	6.4
Garfield	2,800	3	10.7	0	0.0
Grant	42,700	78	18.3	14	3.3
Grays Harbor	60,200	114	18.9	44	7.3
Island	30,000	39	13.0	4	1.3
Jefferson	11,100	9	8.1	2	1.8
King	1,148,000	1,918	16.7	420	3.7
Kitsap	116,224	216	18.6	66	5.7
Kittitas	25,300	43	17.0	12	4.7
Klickitat	13,000	21	16.2	8	6.2
Lewis	47,100	102	21.7	31	6.6
Lincoln	9,300	20	21.5	1	1.1
Mason	22,200	15	6.8	4	1.8
Okanogan	26,500	42	15.8	20	7.5
Pacific	15,900	44	27.7	5	3.1
Pend Oreille	6,500	10	15.4	1	1.5
Pierce	413,500	534	12.9	227	5.5
San Juan	4,500	3	6.7	1	2.2
Skagit	53,400	65	12.2	27	5.1
Skamania	5,900	19	32.2	4	6.8
Snohomish	268,000	291	10.9	36	1.3
Spokane	298,000	564	18.9	113	3.8
Stevens	19,000	23	12.1	7	3.7
Thurston	85,900	140	16.3	41	4.8
Wahkiakum	3,500	6	17.1	0	0.0
Walla Walla	42,200	9	2.1	23	5.5
Whatcom	86,200	99	11.5	17	2.0
Whitman	38,700	29	7.5	4	1.0
Yakima	147,600	205	13.9	89	6.0
Total	3,494,124	5,357	15.3	1,422	4.1

<sup>a</sup>Three unknowns

<sup>b</sup>Four unknowns

\*Figures represent April 1, 1975 population estimates published by OPP & FM, State of Washington, July 1975. Information provided by Office of Research, Department of Social and Health Services

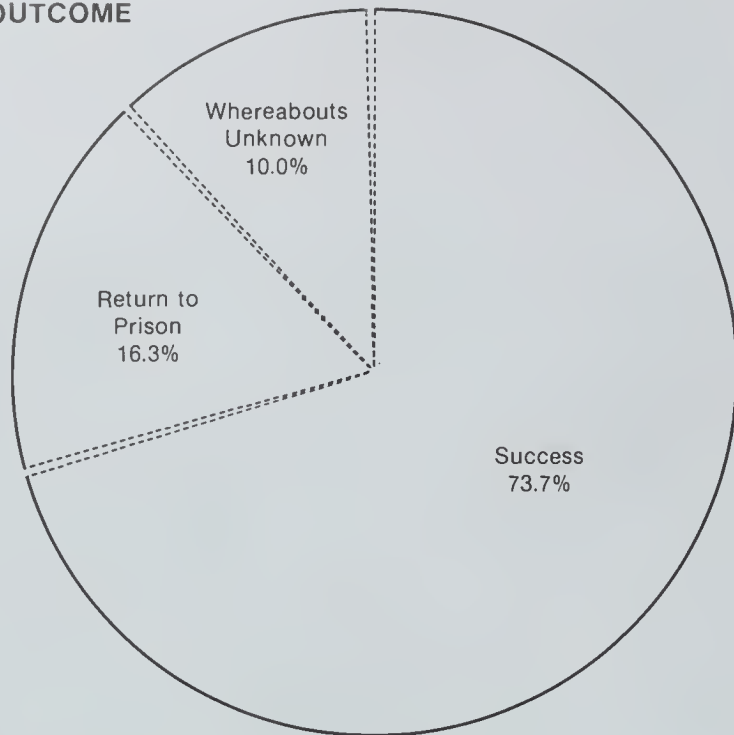
**TABLE VIII—PAROLE OUTCOME AT 6 MONTH INCREMENTS AFTER 24 MONTHS EXPOSURE TO PAROLE OF THOSE PERSONS RELEASED ON PAROLE—FISCAL 1973**

		Six Months		Twelve Months		Eighteen Months		Twenty-four Months	
		Number	Percent	Number	Percent	Number	Percent	Number	Percent
CLEAR SUCCESS		1,059	73.2	911	63.1	860	59.6	840	58.2
MARGINAL SUCCESS		232	16.2	247	17.1	204	14.1	169	11.7
MARGINAL FAILURE	Absconded Supervision	96	6.6	135	9.3	144	10.0	139	9.6
	New Min. Term Less than 1 year	1	0.1	7	0.4	8	0.5	12	0.8
CLEAR FAILURE	Instate Felony Conviction	23	1.6	71	5.0	119	8.2	154	10.7
	Out-of-State Felony Conviction	22	1.5	27	1.9	33	2.3	34	2.4
	New Minimum Term greater than 1 year	11	0.8	46	3.2	76	5.3	96	6.6
TOTAL PAROLED*		1,444	100.0	1,444	100.0	1,444	100.0	1,444	100.0

\*Excluded from Total  
DEATHS  
MAXIMUM EXPIRATION

26  
10

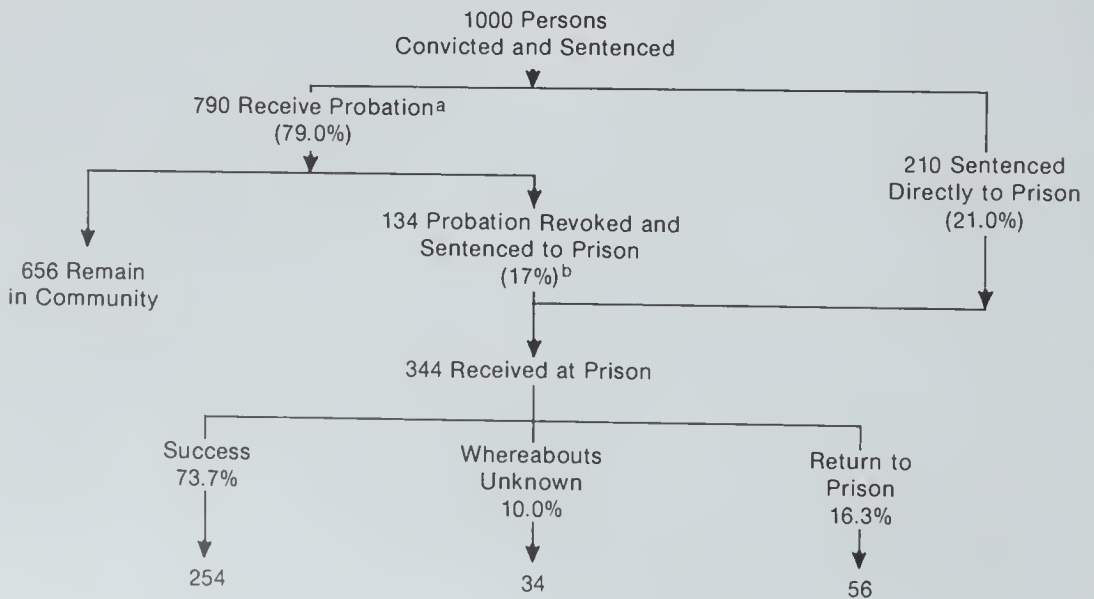
FIGURE I—PAROLE OUTCOME



<sup>a</sup>Persons paroled—July, 1972, June, 1973

18 months exposure to parole

FIGURE II—GENERAL VIEW OF POST SENTENCE DISPOSITION



<sup>a</sup>Based on fiscal 1975 rates—see Table VII

<sup>b</sup>Based on 1965-70 rates



# Department of Social and Health Services

Charles R. Morris, Secretary

## ORGANIZATION

The Department of Social and Health Services is divided into four operations or line divisions, each having the responsibility for designing and administering programs in their respective jurisdictions, and four staff support divisions. Operation divisions include the Adult Corrections Division, Community Services Division, Health Services Division, and Vocational Rehabilitation Division. Staff support divisions include the Administrative Services Division, Management and Budget Division, Personnel and Training Division, and Planning and Research Division.

The Adult Corrections Division encompasses all adult corrections functions, including institutions, adult probation and parole, community services, and work and training release.

The Community Services Division includes the Bureaus of Mental Health, Developmental Disabilities, Juvenile Rehabilitation, Social Services, and the Office of Blind Services. The division is divided into six regional offices that report to the director of the Bureau of Social Services.

The Health Services Division has been reorganized to consolidate departmental activity for nursing homes and to enhance health facilities planning and resource development. The two new offices include the Office of Nursing Home Affairs and the Office of Health Resource Development. The Health Services Division also includes the Offices of Personal Health Services, Community Health Services and Environmental Health Programs.

The Division of Vocational Rehabilitation administers the joint federal-state rehabilitation program that helps disabled state residents obtain employment.

The Administrative Services Division includes the Offices of Accounting Services, Budget Services, Staff Services, and Information Systems.

The Management and Budget Division includes the Offices of Management, Operations Review, and Budget Services.

The Personnel and Training Division includes the Offices of Personnel Services, Personnel Planning and Standards, and Personnel Development and Training.

The Planning and Research Division includes the Offices of Planning, Research, Program Analysis and Technical Standards, and Administrative Regulations.

Reporting directly to the Secretary/Deputy Secretary

are the Offices of Citizens Participation, Public Affairs, Minority Affairs, Legislative Liaison, and Special Investigation. The Office of Veterans' Affairs, which was previously a part of the Community Services Division, now reports directly to the Secretary.

## ADULT CORRECTIONS

The Adult Corrections Division is responsible for management and care of all persons remanded to the Department of Social and Health Services following felony convictions in Superior Court. The major program components are the institutional services consisting of four correctional institutions, two forestry camps and a mental health unit, and the community correctional services such as probation and parole and work/training release.

The Division has continued on the reorganization schedule initiated in 1974, with emphasis placed on development of small, secure correctional facilities and community-oriented correctional centers, in accordance with the recommendations submitted by the Corrections Development Task Force. At this point in time, one community-based center has been authorized by the Legislature and monies for detailed planning of prototype facilities have been appropriated.

### Adult Probation Subsidy Program

The Adult Probation Subsidy Program began operation in February 1975 when the funded counties began hiring program staff. The counties selected were Island, King, Snohomish, and Walla Walla/Columbia. Island County decided to discontinue its extensive supervision and pre-trial diversion program in June 1975 due to personnel problems and the uncertainty of continued funding at the completion of the first year of operation. King County's residential treatment program for women, Women's Community Center, has a capacity of 18 women and 8 dependent children. This is a community treatment program for women who can be assigned to the program as an alternative to being placed in the Purdy Treatment Center. Snohomish County's pre-prosecution program provides the opportunity to dismiss felony charges against individuals if they are assigned as participants in an individualized program which may include restitution, community service, and other rehabilitative services customized to the individual's needs. Walla Walla/Columbia Counties provide an intensive



supervision program for otherwise poor-risk probation persons and other supervised and unsupervised programs for pre-trial offenders that can serve in lieu of bail. The ACID headquarters staff provide administrative assistance as well as research and evaluation support for the counties.

The number of offenders in the programs as of July 1975 was 155. The total for a full year is projected to be approximately 350. The total funding cost for a year's operation of the programs will be \$243,000 and \$80,000 for 18 months of research and evaluation by the administrative support staff. The future of the Adult Probation Subsidy Program will be at the discretion of the Legislature, since the initial funding by LEAA will expire in January 1976.

#### **Work/Training Release Program**

The work/training release programs were substantially expanded, both in terms of numbers of participants and in available program resources. New facilities were opened at Campion Towers on the campus of Seattle University with a capacity of 40 residents; on the campus of Western Washington State College with a capacity potential of 12 residents; and at Port Angeles with a capacity of 4 persons. In addition, the Purdy Treatment Center for Women contracted with Dorcas House in Tacoma for the housing of four women, and special efforts have been made to expand the placement opportunities for female residents in all work/training release programs.

Total annual earnings for work/training release participants were \$850,742 for fiscal 1975, an increase of \$276,897 over the earnings in 1974. A total of \$67,945 was paid in family support and \$407,474 was returned to the State of Washington for room and board costs. An estimated \$136,119 was paid in state and local taxes.

#### **Furlough Program**

The furlough program has continued an orderly growth. During the latter months of 1974, furlough decision-making was decentralized to the administrative staff of the adult correctional facilities with close monitoring from the headquarters staff. This resulted in reduction of paper work and time loss without detracting from the quality or success of the program.

For every 1,000 residents in ACID institutions, there were 90 furloughs granted monthly over a year's period. For the approximate 234 furloughs granted each month, 98 percent were completed without violation or incident. During the Christmas week of 1974, the program placed 177 residents on furlough to families or friends, without incident.

#### **Adult Probation and Parole**

In 1975, Adult Probation and Parole will initiate two

new programs, in an effort to (a) provide greater community protection by reducing the rate and severity of crimes committed by convicted felons; (b) improve the social behavior and life support circumstances of probationers and parolees; and (c) improve the efficiency and effectiveness of probation and parole staff. The two new programs are:

**A Classification and Work Unit Program** that will determine if systematically classified and supervised offenders will adjust more favorably. It will evaluate whether probationers and parolees can be supervised more efficiently and at no greater risk to the public by utilizing the work unit method rather than the traditional methods. It will determine whether the circumstances of the offender can be improved and success be achieved through appropriate classification, timely intervention, and properly trained staff.

**Intensive Parole Supervision Programs** will be implemented in late 1975 to test the assumption that a significant part of the population now going into state prisons can be managed in the community at no greater risk to persons or property and at less cost to the community. Participants in this program will be carefully screened and selected from the intake population. With a case load limited to 20 persons, the parole officers will have sufficient time and opportunity to provide intensive supervision, and adequate support services will be available from other services within DSHS.

#### **Community-based Corrections**

In 1975, preparations began for the first community-based correctional center to be located on the grounds of the Firlands facility. The space available at the Firlands location provided the opportunity to open the first of a series of smaller, essentially self-contained correctional facilities without the expense of major capital construction. The center will service a resident population of approximately 25 persons, later to be increased to 50. Population characteristics will be suited to minimum security, but with a high level of accountability. Physical security will not be high, but hour-to-hour accountability will be maintained.

### **COMMUNITY SERVICES**

#### **Adoption Services**

During the last half of the 1973-75 biennium, 707 children were provided permanent adoptive homes through the Department's adoption services program. Of these, 450 children were adopted by relatives or foster parents; 257 were adopted following placement through the central exchange. Department staff also worked cooperatively in over 100 inter-country adoptive placements.

Action by the 1974 Legislature has changed a successful

pilot project of adoption support (the Adoption Support Demonstration Project) to an ongoing state program. From June 1, 1972 through June 30, 1975, 579 legally free, hard-to-place children had been registered for adoption support. In those situations where a subsidy was approved, a decree of adoption was finalized for 191 children by June 30, 1975. Adoption support may provide financial support after adoption in any combination of three areas: (1) monthly maintenance, (2) legal services related to the adoption, and (3) medical care.

### Adult Services

Adult Services, funded under Title XX of the Social Security Act (effective October 1, 1975) at 75 percent of state expenditures, provide protective, information and referral (I & R), health support, chore, home-delivered meals and placement services to adults in need of offered services who are beneficiaries of Supplemental Security Income (SSI), Title XIX, Medicaid, if 18 or over, and also non-recipients whose income is less than the level established by DSHS. I & R and protective services are available to any adult in need of such services, regardless of SSI, Medicaid or income status. In May 1975, 11,865 persons received one or more adult services.

**Information and referral**, available in each of the DSHS "economic and social services offices" provides information about referral to and follow-up services provided under Title XX or related services provided by ESSO's or other community resources.

**Protective services** to those adults at the risk of or actually being abused, neglected, or exploited, include counseling, placement, health support, arranging for protective payment, guardianship or commitment and advocacy. In May 1975, 1,524 adults received protective services.

**Health support services** assist adults to secure and utilize necessary medical treatment and health maintenance services. In May 1975, 8,389 adults received health support services.

**Chore services** provide household tasks or personal care, not requiring the services of a homemaker or home health aid, which eligible persons are unable to do for themselves. Shopping, meal preparation, light house-keeping, running errands and simple household repairs are examples. In May 1975, 2,542 adults received chore services.

**Home-delivered meals** are arranged through community resources to enable a person to remain at home. Home-delivered meals are available to approximately 400 adults per month under Title XX.

**Placement services** assist the adult in selecting the appropriate community or institutional placement, including family homes for adults, congregate care facilities, intermediate care facilities, and skilled nursing facilities.

Approximately 1,000 adults receive placement services each month.

Persons eligible for Title XX services, such as SSI, Medicaid beneficiaries and persons with limited income, may also receive purchased services in extended sheltered workshops in cooperation with the Vocational Rehabilitation Services Division; in Epton Activity Centers, in cooperation with the Bureau of Developmental Disabilities; in alcoholism rehabilitation centers, in cooperation with the Office of Alcoholism; and in community mental health centers, in cooperation with the Bureau of Mental Health.

### Child Care Facilities

The Department is responsible for promoting the development of, licensing, providing consultation to, and monitoring a variety of child care agencies including foster family homes, child-placing agencies, family day care homes, day care centers and mini-centers, day treatment programs, group homes and child care institutions and maternity services. Licensed child care facilities, other than family care, increased from 536 to 589 from July 1 of 1974 to July 1 of 1975. Forty-six of the fifty-three new child care agencies established during the year were day care centers. This increase of approximately 10 percent in the number of licensed agencies was accomplished with no increase in staff.

Along with the continued growth in the number of day care centers, the Services to Child Care Agencies Unit has assumed growing responsibility in relation to monitoring day care centers receiving payments from the Department in relation to Federal Interagency Day Care Requirements. As the Department moves to the implementation of Title XX of the Social Security Act, these additional responsibilities will increase because of the federal mandate that those additional standards be applied to every day care center to which the Department makes payment with the use of federal matching monies. During the past year the licensing unit worked closely with the Department's Indian Desk and consequently adopted additional licensing requirements recognizing the unique situation of the state's Indian population and requiring special attention to protect the rights of Indian children for whom foster care or adoption is planned.

### Day Care Services

There has been a slight decrease in day care services since the 1974 annual report. According to April 1975 statistics, paid child care was provided to 9,611 children as compared to 10,751 children served the previous year; 58 percent of the parents were employed, 33 percent were in approved training programs and 9 percent were served for other purposes such as emergency care, disabled parents, protective services, and services to handicapped children. There was a decrease in in-home

care (3,608 children received in-home care in 1974, 2,343 children in 1975) and children in day care centers (2,204 children in 1974, 1,984 in 1975). There was an increased use of family day care homes (5,286 children in 1975 in contrast to 4,745 in 1974). There was a decrease in purchasing of service of slots for children in need of day care by contract with some day care centers, which included some centers serving migrants and native Americans (1,300 slots purchased in 1974; 1,240 in 1975).

The goal of day care services is to assist parents in or toward employment, through the provision of adequate child care service appropriate to the individual child during the period of time that the parent is not available during part of the 24-hour day.

### **Child Protective Services**

This program is a specialized social service provided on behalf of children who are reported to be physically and/or emotionally abused, neglected, exploited, or cruelly treated. The service is non-punitive and rehabilitative in nature and is provided on behalf of children who are primarily in their own homes and regardless of socioeconomic status. On the average, each month during 1974, service was opened for 1,680 children, with an average of 8,783 children served each month.

### **Employment Services**

The Work Incentive Program (WIN) is in operation in fourteen selected DSHS local offices and serves approximately 80 percent of the state's AFDC population. WIN is designed to assist employable and unemployed recipients of AFDC into the labor market. Additionally, it is the objective of DSHS to assist all employable recipients to full self-support, through employment and training units in all DSHS local offices.

### **Family Services**

Family services are available to all current recipients of Aid to Dependent Children (AFDC) and to other families and individual members of families determined to be eligible. Statistics indicate that, at a minimum, some 18,000 families received service which is reported to the Department of Health, Education, and Welfare during the month of July 1975, and services were provided to or on behalf of 23,000 children. Not all services provided to families and children are required in the Federal Report. Family planning services were delivered to 4,000 people in July 1975. Legal referral services were given to 2,000 families, while family counseling services were provided over 6,800 families, and 10,000 families were given service assistance in the area of health needs. Over 5,000 children received child care and 1,700 families received homemaker services. In addition, almost 6,000 family members were engaged in education and

training services, while 2,400 families on AFDC received protective services. Two thousand families received services in relation to housing problems in addition to those families that receive help in relation to child rearing and money management services. At the same time, many families and individual members of families receive information and referral to other services available within the DSHS agency, or other appropriate community services.

### **Foster Care**

During the second half of the 1973-75 biennium, the number of children receiving regular foster care in foster family homes declined slightly — from 5,299 to 5,188. However, the number of children in voluntary agency group care facilities for whom the Department is making payment rose from 1,374 to 1,563. Similarly, the number of children receiving home care (including emergency care) rose from 666 a month to 747 (again comparing beginning and ending months, with intervening months showing a consistent increase).

### **Homemaker Services**

Homemaker services make it possible to keep families together in their own homes when parents are temporarily incapacitated or absent, and to motivate and teach families to upgrade their standards of living and child care. Homemakers provide housekeeping and personal care services to the aged and disabled, enabling them to remain at home rather than being placed in nursing homes, intermediate care facilities, or institutions. Approximately 16,000 hours of service are provided monthly to an average of 800 adults and families with children.

### **School-age Parents**

This program within DSHS interfaces with many programs of Family and Children and Adult Services. The program is designed to serve a broad clientele and includes any person involved in an unplanned, unwanted pregnancy, regardless of age, sex, or marital status. Although the actual number of live births to women under 19 has been decreasing (9,946 in 1970, 7,986 in 1974), the incidence of teenage parenthood has been increasing over the past 10 years because more young women are electing to keep and rear their children rather than relinquish them for adoption. Primary emphasis has been toward the school-age parent whose needs include prenatal care, education, personal counseling, family planning, housing, and parenting skills.

### **Special Welfare Services Section**

Community Social Services includes responsibility through Special Welfare Services for the following programs:



**Emergency Welfare Services** — The Department is responsible for the welfare of citizens during and after major natural disasters and war-caused emergencies. The Emergency Welfare Coordinator provides consultation to all Department units responsible for maintaining current emergency plans, and coordinates emergency welfare activities of the Department with the Department of Emergency Services, the federal government, and private agencies.

**1115 Demonstration Projects** — The objectives of 1115 projects are ordinarily to demonstrate the feasibility of a particular service delivery model. They are a contract between the federal government and this Department to demonstrate innovative methods in the delivery of social services. The federal government contributes to the regular state matching funds on an annual renewal basis for up to three years. The Department prepares a final report of the project experiences and shows how these will be utilized in the continuing departmental programs.

**Volunteer Programs in Community Services** — Volunteer services are designed to (1) augment and extend the ability of workers to respond to the needs of clients, and (2) to offer an opportunity for citizen input and involvement. Reports of volunteer activity are received from programs in public assistance and social services offices, probation and parole offices, institutions and miscellaneous programs (i.e., centers for youth services, work release, vocational rehabilitation, special projects). During an average month, 3,600 individual volunteers and members of 1,100 groups contribute over 100,000 hours of service. Contributions (cash and in-kind) vary according to the season, with an average yearly total of \$900,000.

## MENTAL HEALTH

The development, supervision, and maintenance of a statewide network of comprehensive mental health services are the tasks of the Department's Bureau of Mental Health.

At the present time, these services are provided by two state-operated psychiatric hospitals and a network of community mental health programs which serve the 39 counties of Washington State.

During the calendar year 1974, some 52,000 individuals received service through the community programs and 3,494 received service at the two state hospitals, an increase of 8 percent over last year's community service and a decrease of 12 percent in state hospital services compared to 1973.

The Involuntary Treatment Act became effective January 1, 1974. During the first 12 months of operation, 1,513 individuals were received as involuntary admissions at the two state hospitals. During that same period of time, there were 1,713 admissions to community eval-

uation and treatment programs and 9,627 investigations were completed by county-designated mental health professionals to determine if a person was dangerous to himself or others, or was gravely disabled.

During the first full year of operation, the Bureau became convinced that the Involuntary Treatment Act has had beneficial effect on the treatment of emotionally disturbed individuals. Not only are local inpatient services more readily available, but continuity of care is greatly facilitated by the close proximity of inpatient and outpatient services. In addition, the county-designated mental health professional serves as a very visible resource for questions concerning mental health problems, and thus provides referral services for many individuals.

During calendar year 1975, much effort has been devoted to examining the mental health delivery system. The Bureau is developing standards for facilities, professional staff, and treatment programs. A new accounting and coding system has been developed which will permit the Bureau to identify service costs.

All levels of staff and community are actively engaged in developing a revitalized State Plan for Mental Health.

A major productivity project is underway in the allocation of personnel. Through post scheduling, vacation and day-off scheduling and in-staff assignments, the Bureau is attempting to utilize staff in the institutions as efficiently as possible. This process is reducing the amount of non-holiday overtime worked, while ensuring that the appropriate types of staff provide satisfactory coverage throughout both institutions.

## Drug Abuse

Major efforts of the drug section during fiscal year 1975 have been focused on further refining and upgrading those programs which are in existence.

One major effort has been the development of drug treatment programs at Western State Hospital. One of these consists of a six-bed unit for those individuals who, because of their drug misuse, have found themselves in the court system and have been given the option of receiving treatment or facing incarceration. Another has been the development of a 32-bed unit for treatment of those individuals who have been classified as drug offenders. This long-term treatment program is modeled on the techniques used in the sexual offender program and works primarily with individuals drawn from the correctional system.

Major efforts have also been made in developing standards for drug program operation, as well as developing evaluation criteria to examine the effectiveness of various treatment modalities.

During calendar year 1974, there were seven methadone maintenance programs which served on an average of 538 persons per month. In addition there were two



methadone detoxification programs which served an average of 42 persons per month.

Eighteen residential drug treatment centers provided service to 322 persons per month, while 70 outpatient drug treatment programs provided services to 950 persons per month.

### DEVELOPMENTAL DISABILITIES

The Bureau of Developmental Disabilities (BDD) currently serves directly 7,407 people who are either blind, deaf, or mentally retarded, as well as those who suffer from epilepsy, cerebral palsy, or related developmental disabilities. A wide variety of Bureau programs focuses on moving each client toward his maximum potential as rapidly as possible. The Bureau also hopes to develop a prevention program which will be coordinated with schools, local health departments, private physicians, and other professional agencies. It is planned by DSHS that approximately 3,200 additional clients will be transferred to the BDD system from public assistance offices due to administrative changes.

Fiscal year 1975 was one of great progress in productivity. A management system called Post Scheduling was inaugurated in all institutions. Rearrangement of work schedules, duties, and consultation with employees effected significant time/money savings. An additional benefit was better service to the resident because of the elimination of overlapping duties. This freed up time for more individual attention to personal resident needs. Post scheduling resulted in the immediate decrease of overtime by 20 percent and improved employee working conditions by providing more even distribution of vacation and leave time.

Cost savings were also achieved by qualifying 98 children in group homes for Supplemental Security Income through the federal Social Security Act. The goal for next year is to qualify 70 percent of all group home residents for this federal assistance program.

#### Case Services

Implementation of the new Case Service Section this past year proceeded on schedule. Six regional offices and four branch field offices were established and staffed, increasing statewide coverage. Major training sessions were conducted, involving all Case Service staff and representatives from key state and local coordinating agencies. An in-service training program was also implemented. Development of an operations manual was started, with special attention given to bringing the program into conformance with the Joint Commission on Accreditation of Hospitals standards. A statewide resource directory for clients is underway. An expansion of a volunteer program is planned for the coming year.

A major objective of the establishment of the Case Service Section was to have an individual goal-oriented and time-limited program plan for each client. The original plan, with semi-annual updates, is completed by an interdisciplinary team. A case coordinator is assigned to ensure plan implementation. Employees also have been active in mobilizing and developing new resources and services. In its first ten months of operation, there already has been a significant reduction in client waiting time for service and comprehensive case management.

**Home Aid Services** — Planning for the implementation of home aid services is underway. By providing a wide variety of in-home services through planned program alternatives, preferred living situations can be stabilized, an individual's capabilities and independence can be increased, and the family as the primary residential resource can be strengthened.

Last year was one of significant legal change. With the Governor's endorsement, passage of Senate Bill No. 2735 transferred responsibility for admission, placement, and discharge of all developmentally disabled persons from institutional authority to the Secretary of DSHS.

#### Local Programs

**The Group Home Section** serves over 600 mildly-to-moderately retarded residents in 43 group homes. These residential facilities, housing from 6 to 20 persons, are privately owned and operated in communities throughout the state. Standards, rules, and regulations for the operation of group homes were written with the cooperation of the Washington Group Home Association and will go through a public hearing process before adoption. During the year, group home operators received a 7.4 percent cost-of-living adjustment, enabling the increase of performance standards of service. Present plans include a move toward a cost reimbursement system based upon services rendered. It is anticipated that this will increase state dollar support for group home care in most instances.

**The Developmental Center Section** now supervises 80 developmental centers throughout the state. These centers serve some 3,900 pre-school children and adults, an increase of nearly 40 percent over last biennium. In the last year, five developmental centers began to serve people residing in state institutions providing a broad-based day program — an important steppingstone toward full placement back to the home community. Developmental center services are also being brought to the homes of some clients living in sparsely populated areas. One county mental retardation board began placing certain group home residents into foster homes to enable them to be near their places of independent employment. Rules and regulations for the operation of developmental centers have been drafted, involving coopera-

tion of several citizen committees made up of numerous professional advisory groups and the Washington Developmental Disabilities Planning and Advisory Council. Public hearings, submission to the Legislative Budget Committee, and final implementation are scheduled for the coming year. Other plans include hiring program services to American Indians on reservations through the county mental retardation boards.

**The Evaluation and Monitoring Unit** has been established in the Bureau of Developmental Disabilities with the primary responsibility of evaluating all 123 community facilities at least once annually. The information and consultation provided will assist and improve local programs and will also fulfill the federal law requiring monitoring and evaluation of the use of federal dollars through state government.

**Institution Program** — Implementation of community-based programs has reduced institutional populations, allowing for greater individual and more intensive treatment of institutional residents. Fircrest School, for example, has installed new facility patterns enabling a wide variety of living situations to occur. The concept has worked so well that plans are being made to apply this method statewide. Rainier School has placed 500 residents on its student payroll at salaries commensurate with work productivity. With funds from a variety of sources, 150 residents took a 5-day vacation in Southern California. Eighteen multiply handicapped Yakima Valley School residents made a trip to Fort Lewis to attend "A Very Special Arts Fair" for the performing arts.

Interlake School developed an expanded physical therapy program and an outside recreation area for non-ambulatory residents. Among the innovations at Lakeland Village last year was the inclusion of residents on numerous campus committees involved in resident life decisions. A clothing store, called L & L Boutique, has been established on campus as a training facility for shopping. Children at the Frances Haddon Morgan Center are being integrated into the local community or being bused to Bremerton public schools for their education. Legislation transferred responsibility for the Cerebral Palsy Center from the Superintendent of Public Instruction to BDD as of July 1, 1975. Other improvements that occurred in the last year in all the institutions include a genetic counseling program and the implementation of year-round schooling.

Future BDD plans include a major proposal for state residential training centers to serve profound and multiply handicapped citizens in small facilities in their own communities.

**Programs for the Blind and Deaf** — An ongoing internship program has been established with the Seattle Community College for deaf students between the junior and senior years of high school. During the summer, they can sample up to fifty kinds of jobs through apti-

tude tests and experience. In the fall, deaf students may elect to complete their high school education either at Seattle Community College or at the School for the Deaf. When they graduate, these students have marketable skills and little trouble finding employment. At the School for the Deaf in Vancouver, a new upper school building was built to replace a condemned structure.

The School for the Blind has expanded its scope by acting as a consultant to public schools and other groups working with program design. An ongoing internship program, similar to that offered deaf students, will begin in the coming year. A new independent living cottage was established on campus to develop living skills such as cooking, shopping, and housecleaning.

## JUVENILE REHABILITATION

The Bureau of Juvenile Rehabilitation has a continuum of services for the pre-delinquent and delinquent child. These programs include delinquency prevention services, probation subsidy, institutional care, group home care, parole services, and interstate compact.

### Delinquency Prevention Services

First on the continuum are treatment and consultative services, aimed at the pre-delinquent child. These services, designed to divert youths out of the juvenile justice system, provide a direct clinical service to an average monthly caseload of 544 youths; diagnostic and treatment planning services to schools, juvenile court staff, child welfare agencies, and police agencies on an average of 200 consultations per month; and community development consultations for the planning and implementation of needed services on an average of 109 per month.

In an effectiveness study, the direct service component proved to be 90 percent effective in keeping juveniles out of or from further entry into the juvenile justice system. The diagnostic and treatment planning was determined to be 84 percent effective in assisting other agency staff in their work with troubled youths. The community development effort was found to be 90 percent effective in developing and implementing needed resources in the communities in which delinquency prevention staff were located.

### Probation Subsidy

For those children who do enter further into the juvenile justice system, probation subsidy provides the means for developing services to divert these youths from institutional placement. Probation subsidy has participation from 26 of the 31 juvenile court jurisdictions.

Even during a period of accelerated commitments, actual commitments were 34 percent below the projected level of 664 during the first six months of 1975. The

programs developed in Washington counties during 1974 through probation subsidy have provided special supervision services for 2,963 youths, of which a projected 1,316 would have been placed in institutional care. Other procedures have evaluated the behavior of youths placed in probation subsidy caseloads. A breakdown indicates that, of those children involved in felonies and misdemeanors prior to placement on subsidy, less than 50 percent became further involved in such acts.

### **Institutions**

Institutional programs are responsible for meeting the physical and emotional needs of children committed to their care by the juvenile courts. These programs are formed by a system of diagnosis and placement, of which Cascadia Diagnostic and Reception Center forms the hub. Cascadia receives the child directly from the county juvenile court and provides a thorough study of its physical and dental needs, educational deficiencies, mental-emotional disturbances, and problems in interpersonal relationships. Based upon these studies, placement is made at either Echo Glen Children's Center, Green Hill School for boys, Maple Lane School for girls, Cedar Creek Youth Camp, Mission Creek Youth Camp, Naselle Youth Camp, one of six group homes, or directly to parole.

The staff at Cascadia have been successful in reducing the diagnostic stay from six weeks to four. This level of productivity has enabled Cascadia to meet the increased demands with reduced staff resources.

The next step in institutional care is the treatment and structured living experience in the schools and camps. This is a process of helping each child to develop inner controls of impulse and emotions, physical skills, social skills, and an educational achievement within his capabilities. Institutional staff have redoubled their efforts to reduce the time a child must be in an institution from an average of 15 months to an average of less than 11 months. At this level of productivity, these institutions have made significant savings in institutional costs and reduced the need for expansion in the number of institutional beds.

### **Group Home Services**

Six group homes provide a homelike atmosphere for children released from the institutions. For the most part, these are children for whom other placements are unavailable. A wide range of educational opportunities is available through the public school system. There are work and vocational training opportunities, as well as a wide range of recreational experiences.

The group home program has had a productivity goal of 90 percent occupancy — an average of 76 children in residence during any given month. Approximately 90 percent of this goal was achieved.

### **Parole Services**

The final step in the treatment continuum is parole services, which have a dual role in the care of the committed child. Once a child is sent by a juvenile court to an institution, the juvenile parole counselor begins his work with the family and community agencies to prepare for the child's return home. When the child is ready for release, parole plans are finalized and parole supervision begins.

Juvenile Parole has five learning centers located in Seattle, Spokane, Tacoma, Yakima, and Everett, which provide educational facilities for delinquent youths who are considered dysfunctional in a regular public school. These facilities provide 220 days of school experience for approximately 440 youths each year.

Juvenile Parole has developed a productivity project to reduce the average time on parole to 12 months. In addition, there will be specialized and intensive care caseloads to aid the institutions in planning for the earlier releases mentioned under "Institutions." This caseload size will enable the institutions and parole services to ensure support and guidance for the youths being returned to community life and protection for the community to which the youths are returned.

Juvenile Parole will also provide supervision for selected 18-year-old offenders, who can best benefit from the facilities available in the Juvenile Parole program. These youths will be placed on parole from the Division of Adult Corrections.

### **Interstate Compact on Juveniles**

An essential and integral part of juvenile parole services is the Interstate Compact on juveniles which, through reciprocal agreements with other states, allows children to be placed out of state and still be assured of parole supervision and support.

Interstate Compact also provides for and facilitates the return of children who have run away from institutions or violated parole conditions by leaving the state without authorization.

## **AGING**

The Washington State Office on Aging is the single organizational unit of DSHS established to plan, administer, and evaluate community programs and services funded under the Older Americans Act of 1966 as amended. These programs and services are designed to combat isolation, encourage independent living, prevent unnecessary institutionalization, and provide opportunities for meaningful involvement in community life for elderly persons.



The Office on Aging administers funds for state and community programs under Title III of the Older Americans Act. This is a program through which the Office on Aging develops and administers the state plan for a comprehensive coordinated system of services for older persons which will enable them to live in their own homes or other places of residency as long as possible. Eight area agencies on aging have been designated to plan for community programs and services in their particular area of the state.

Title III funded programs are providing those supportive services to older persons so necessary to help them maintain independence. These include information and referral, outreach, transportation, and escort services. Also being funded under Title III are multi-purpose senior centers, geriatric day care programs and minor home services.

The Office on Aging also administers the National Nutrition Program for the Elderly, Title VII of the Older Americans Act. This program provides older persons, particularly those with incomes below the Bureau of Census poverty threshold, with low-cost, nutritionally sound meals served in congregate settings at strategically located sites where other social and rehabilitative services can be provided. As a result of increased funding for fiscal year 1975, the office has been able to expand the projects from 14 to 19 statewide, with over 110 meal sites located in 25 counties. The number of meals served per day will increase from 2,500 to over 3,000 at the end of the year, with a larger increase anticipated for 1976.

The Office on Aging also participates in volunteer programs funded by the federal ACTION agency. With the Foster Grandparent Program located at Fircrest School, Lakeland Village, Rainier School, Yakima Valley School, and Frances Haddon Morgan Children's Center, there are 230 older persons serving as foster grandparents to 400 mentally retarded children in these schools. The Retired Senior Volunteer Program (RSVP) is another program in which the Office on Aging provides guidance, consultation, and technical assistance to local agencies and groups for the organization and development of Retired Senior Volunteer Programs. These programs provide community volunteer opportunities to all interested persons over age 60. There are 19 RSVP projects in the state with over 6,000 volunteers working in various community agencies.

Early in 1975, the federal ACTION program chose the State of Washington, along with 16 other states, to serve as a demonstration area for the Senior Companion Program which gives older persons an opportunity to serve other older persons who are incapacitated in one way or another, enabling them to remain in their own homes. The program is administered through local offices of the Department in Yakima and the Tri-Cities, using 60 senior companions and serving over 200 older persons in these communities.

All Washington citizens age 60 and over are eligible to participate in the nutrition program, the community service programs, and the volunteer programs of the state Office on Aging.

## ALCOHOLISM

The Office of Alcoholism, through contracts with county government or alcoholism treatment agencies, conducts the state's program for prevention and treatment of alcohol abuse and alcoholism.

Contracts with county governments are awarded on the basis of each county's comprehensive alcoholism plan and the alcoholism program portion of the county budget. State funding is provided to counties on the basis of a per capita allocation of state-appropriated funds.

Inpatient alcoholism treatment is provided to residents who meet the income eligibility requirements established by the Department. State funding for this service is provided through purchase of service contracts with private non-profit or public treatment facilities. Two types of inpatient treatment are offered — intensive inpatient alcoholism treatment (a 21- to 28-day program for persons in the earlier stages of the disease) and long-term alcoholism treatment (a special program of up to 180 days for persons who are in the later chronic stage of the disease). The Department contracts with six intensive inpatient treatment centers and three long-term treatment centers.

Each county alcoholism program provides the following services:

**Education and Prevention** involves public education through the news media or special presentations to interested groups, and also special education programs in the public school system. It also includes special alcoholism information schools that are conducted for persons identified by the courts or through other agencies as needing information concerning their problem with alcohol.

**Information and Referral Services** provide information on alcoholism to the alcoholic or a person affected by the alcoholic. The alcoholic is interviewed and an evaluation is made of his need for, and ability to benefit from, one of the treatment services. The client is then referred to the appropriate treatment service and is provided assistance in entering treatment.

**Alcohol Detoxification Services** are provided for persons incapacitated by alcohol or suffering from withdrawal from alcohol. It is a residential program from one to three days and is provided in special detoxification centers or public hospitals. There are special detoxification centers in nine counties.

**Outpatient Services** include regularly scheduled individual and group therapy for persons needing alcoholism treatment, and periodic outpatient follow-up



counseling for alcoholics who have been treated in inpatient treatment programs.

Some counties also provide sheltered-care residential services (halfway-houses) for persons who have achieved sobriety but require a period (60 to 90 days) of supportive services in a sheltered setting during the process of becoming re-established in the community.

The Office of Alcoholism also provides funding to three other services that are statewide in scope: an occupational alcoholism program operated by the state Department of Personnel; three alcoholism counselors at the Shelton Corrections Center, Purdy, and Walla Walla; and a staff position for the State Indian Alcoholism Commission.

The Office of Alcoholism implemented the Uniform Alcoholism and Intoxication Treatment Act on January 1, 1975. In addition to increasing the scope of alcoholism services offered in the state, this act decriminalized public intoxication and established involuntary commitment procedures for persons adjudged to be incapacitated and in need of treatment. During the past year, the Office of Alcoholism worked with county government, law enforcement, hospitals, and county alcoholism programs throughout the state to establish procedures and facilities for identifying persons incapacitated by alcohol and providing local detoxification services for these persons. On January 1, each county had one or more detoxification centers or hospitals which were ready to admit detoxification patients.

While fiscal year 1975 saw the county alcoholism programs expanding their services to the level required for implementation of the Uniform Alcoholism Act, fiscal year 1976 will see an emphasis on adjustment of resources and procedures to ensure that services are appropriately tailored to community needs; that the best administrative and treatment procedures are uniformly utilized; and that each client receives a continuum of appropriate alcoholism services. The Office of Alcoholism has developed two types of administrative procedures that result in information on all alcoholism programs that will allow for efficient and effective management of alcoholism programs in the state. The first procedures involve the licensing standards and program approval standards that outline operational requirements for alcoholism service agencies. The licensing unit of the Health Services Division and the Office of Alcoholism have conducted or are conducting site visits to all agencies to ensure that they are meeting the state standards. Inspection reports, along with recommendations for improving the service, are returned to the facility and the County Alcoholism Administrative Boards. The other procedure involves the Alcoholism Program Monitoring System that was implemented statewide on January 1, 1975. All alcoholism agencies receiving state funds are reporting on this system. Quarterly summaries of information concerning client activity, agency opera-

tions, and costs per unit of service are made available to the agencies and the County Alcoholism Administrative Boards. Agencies and counties are also provided with quarterly information on total state activity for any given alcoholism service. This allows the counties and agencies to compare the operation of their services with aggregated information on similar services throughout the state. This information is used at the county and agency level to improve the quality and appropriateness of services, and at the state level for the overall management of the state program.

## INCOME MAINTENANCE

The Department of Social and Health Services provides money grants to needy persons and families who meet the eligibility requirements for the income maintenance programs. The Office of Income Maintenance is responsible for the development and refinement of the policies and procedures related to the financial assistance programs. The goal is to provide the client population with the benefits to which they are entitled in the most efficient and effective manner possible.

The Aid to Families with Dependent Children (AFDC) program — authorized by the Social Security Act and partially federally funded — provides money grants to needy families with children. The "regular" segment of the program covers families in which children are deprived because of the death, incapacity, or absence of a parent. The "employable" segment covers families in which children are deprived due to the unemployment of a father who is not receiving unemployment compensation. The "emergency" segment of this program provides up to thirty days' assistance to needy families who cannot qualify for the continuing programs.

The General Assistance program, financed entirely by the state, is divided into two categories. Non-continuing General Assistance (GAN) provides money for food on an emergency basis to needy families or individuals 50 years of age or over, who are not eligible for emergency AFDC or a continuing grant program. Continuing General Assistance (GAU) provides money grants to needy incapacitated persons who do not meet the eligibility criteria for Supplemental Security Income. Continuing General Assistance also provides money to needy families ineligible for AFDC because: the father is receiving unemployment compensation; the father is in a DSHS-approved vocational training program and lacks the work quarters required for AFDC-E; the parent over age 65 is receiving Supplemental Security Income benefits, but his spouse and children are not technically deprived of support due to incapacity or unemployment. This program also provides for continuing payments to those on other assistance programs who become 18 years of age and need financial assistance until they complete

high school or a state-approved vocational or technical training program.

Payments are also made for foster care of children unable to remain in their own homes. The federal government participates financially in the care of AFDC-related foster children who have been removed from the home by court action due to conditions contrary to the child's welfare.

The Department also administers refugee programs for needy Cuban and Vietnamese refugees placed in Washington. Federal funds have been allocated for this program.

Food stamps, and in some counties donable foods, are available to assistance recipients and non-recipients who meet eligibility requirements established by the U.S. Department of Agriculture. This includes the recipients of Supplemental Security Income. The Office of Income Maintenance is presently involved in an extensive food stamp outreach program to inform and enroll those eligible for and desiring food stamps. At the same time, an extensive quality control program is being implemented to ensure accurate eligibility and bonus authorizations.

Prior to January 1, 1974, needy adults received money grants under the federally matched Old Age Assistance, Aid to the Blind, and Disability Assistance programs. On January 1, 1974, these programs were replaced by the federally administered Supplemental Security Income (SSI) program. Since then, the Department supplements the federal program up to the higher Washington standards for financial requirements. In addition, the eligibility for and payment of certain necessary additional requirements, such as telephone, board, restaurant meals, home-delivered meals, food for guide dog, laundry and special congregate care, are provided by DSHS to those eligible for the SSI program.

The Department also provides interim assistance to applicants for the SSI program, pending a determination of eligibility by the Bureau of Supplemental Security Income (BSSI). By agreement with the applicants and BSSI, the Department is recovering this interim assistance. (Washington ranks second in the nation in the amount of interim assistance recovered.)

Funeral expenses are provided when the deceased individual's estate cannot meet this need.

Administrative improvement projects scheduled for implementation during 1975 include: uniform income reporting and budgeting; a workload planning and control system; more centralized collection of child support; centralized collection of overpayments; and more extensive use of electronic data processing equipment to relieve local office workload. These projects, combined with the ongoing error-control efforts (which have already produced one of the lowest welfare error rates in the nation) and participation in the Governor's Productivity Program, are hallmarks of an income maintenance

system which is adapting to the increased efficiency requirements of the public, yet responsive to the needs of the program beneficiaries.

## PUBLIC HEALTH

Improving health conditions and preventing and controlling health problems are activities of the Department's Public Health Program. The program provides consultation and direct services to local health agencies. Regulatory activities are performed by both state agency and local public health agency personnel. Local health agencies provide personal public health services to their communities.

### Facilities Planning

Through its facilities planning function, the Health Services Division administers the State Certificate of Need legislation, to determine what health facilities capital expenditure is necessary to ensure economical quality care, and a parallel federal program called Capital Expenditure Review under Section 1122 of the Social Security Act. The Division also administers the federal Hill-Burton grant and loans fund program for hospital and medical facility construction.

During fiscal 1975, 202 Certificate of Need and Capital Expenditure Review applications were processed. Certificates were issued for 37 construction projects, 39 for purchase and lease, 7 to amend previously issued certificates, and 10 extensions were granted previously issued certificates. No applications were denied for certificates, 2 Capital Expenditure Review applications were disapproved and 1 extension denied. An additional 20 applications were withdrawn or returned and 14 applications did not require Certificate of Need and/or Capital Expenditure Review. One hundred two applications for Capital Expenditure Review were approved (74 of these were also issued Certificates of Need). Forty-four Certificate of Need and Capital Expenditure Review applications were pending.

### Health Facilities

The health facilities licensing and certification function accounted for the surveillance of licensing of 1,175 health-care facilities. These include hospitals, nursing homes, boarding homes, child-care agencies, facilities for the termination of pregnancies, and alcoholism treatment facilities. The Health Services Division is also responsible for the certification of health care facilities which provide services to Medicare beneficiaries and Medicaid recipients.

### Construction Review

In order to ensure its citizens adequate health facilities, the state has rules and regulations covering the develop-

ment, construction, alterations, additions to and/or modernization of publicly used health facilities. During fiscal 1975, the construction review unit reviewed 1,163 plan submissions for health facilities or parts of such facilities and conducted 122 design conferences with architects and/or facility owners.

### Emergency Medical Services

During fiscal year 1975, 2,205 emergency medical technicians were trained and 25 hospitals and 57 ambulance services were added to the Emergency Medical Services Communications System. The State Legislature passed a Good Samaritan Act. Twelve Emergency Medical Services Councils are organized and active.

### Epidemiology

The epidemiology section conducted 38 investigations of outbreaks of communicable diseases in different areas of the state including nine long-range projects on transmission of cutaneous diphtheria; viral hepatitis B in state institutions, tattoo parlors, and renal dialysis centers; influenza incidences in schools; health hazards of Thiram (a chemical repellent sprayed on seedlings), and pentachlorophenol (a chemical used as wood preservative in ready-made buildings and building structures); ecological evaluation of tularemia and plague antibodies in the wild animal population and trappers of the state.

The section has instituted a computerized surveillance system to monitor the incidence of communicable diseases to show secular trends, help establish natural patterns and cycles, and identify epidemic foci. The section cooperated with the Center for Disease Control (CDC) in Atlanta, Georgia, in sending weekly, monthly and yearly detailed reports of reportable communicable diseases and investigations of special occupational and environmental diseases. The section organized, with the cooperation of the Office of Environmental Health and Laboratories Section personnel, a practical course in epidemiology of food-borne diseases in four locations — Chehalis, Everett, Moses Lake and Spokane — attended by 106 health professionals representing 27 health departments and the University of Washington.

Uncounted daily consultations on handling of individual or clusters of cases of infectious or communicable diseases were provided to local health departments and medical practitioners. Presentations, seminars and discussions of epidemiology of communicable diseases and diseases of public health importance were offered to medical societies, schools and community groups.

The section is publishing a monthly communicable disease report sent to all medical practitioners and institutions of the state, explaining and commenting on the unusual trends of disease in the state and the tactical approaches to control some of them.

### Immunization

Catch-up efforts continued during fiscal year 1975 to immunize school children in grades K-12 who still were susceptible to immunizable diseases. Local health departments gave measles vaccine to 28,176 students in grades K-6. This same group of students also received over 25,000 doses of rubella vaccine. The majority of students needed only a tetanus-diphtheria booster and an oral polio booster to comply with the school immunization regulation. Nearly 100,000 doses of each of these vaccines were administered to students in all grades this year. During the 1975-1976 school year, the major emphasis will be directed at the new school entries.

In March 1975, an immunization level survey of two-year-old children was completed. Only 46% of the children surveyed had completed the recommended immunizations for two-year-old children. Vaccine specific levels of immunity were: Diphtheria, Tetanus, Pertussis (49%); Oral Polio (71%); Measles (79%); Rubella (78%); and Mumps (52%). The most significant revelation from the survey was that 96% of the children surveyed had made at least one visit for vaccines and yet only 46% completed the recommended immunization. As a result, an immunization recall system has been initiated and is operational in several counties. This system will provide for periodic review of patient immunization records and, when a patient (between ages 0-5) is found not up-to-date, efforts will be made via telephone, mail, and even personal visits to get this patient back onto the recommended schedule.

In conjunction with this effort, continuing immunization education has been initiated. Every hospital in the state has been contacted and virtually everyone who handles obstetrics cooperates in this effort. Before the new mother is discharged, she is given our pamphlet, "Why Children Need Immunization" and our "Personal Immunization Record" for the newborn. These materials are also available to physicians, health departments, and others upon request. All radio and television stations have been visited and many are supporting this effort.

Measles morbidity during the first six months of 1975 increased nearly five-fold over the 55 cases reported in the first six months of 1974. Many of these cases occurred in older children in junior high and high school, an age group which tends to avoid immunization. Also, the "Measles Hot Line," a toll-free telephone number where measles cases can be reported telephonically, may have produced more complete reporting.

### Family Planning

The Washington State Family Planning Program is the state's largest provider of health-care services to low and marginal income women of child-bearing age. Twenty-nine locally administered agencies in 27 counties provided family planning, clinical, educational, and coun-



selling services to 56,421 women during calendar year 1974.

Services provided include information and education about birth control methods available; medical history and annual physical examinations; cancer screening and venereal disease testing; birth control methods and supplies according to the patient's choice and sound medical practice; short-term counseling around family planning related problems; sterilization and infertility counseling and referral; and community referrals when additional medical, social, or financial assistance is needed.

Family planning activities are subsidized by a \$1.5 million federal Title X grant administered by DSHS. Federal monies are supplemented by patient fees, Title XIX reimbursements, local monies and volunteer and in-kind services.

### **Maternal and Child Health**

A statewide effort to develop a regional system of intensive infant care centers was begun in fiscal year 1975. The system will be developed jointly with the University of Washington Department of Pediatrics and will include three levels of care centers of increasing specialization and sophistication. A communications and transportation system will be established so that the appropriate level of care will be available to any high-risk mother or infant in the state. During FY '75, a team from the University surveyed the present capabilities of hospitals throughout the state, established an improved communications system and provided training programs. A goal for FY '76 is to establish an intensive infant care center in Eastern Washington which can provide the maximum level of care.

### **Child Health Clinics**

Child health clinics continued to operate in 20 health districts which cover 25 of the state's 39 counties. The clinics provide screening services to assess health, growth and development and find previously undetected or untreated conditions. If a problem is found or suspected, the child is referred for diagnosis and treatment. In addition to the physical screening, the clinics also provide guidance to parents about health problems and child care. An estimated 30,000 children received these services during FY '75. An operations manual which establishes standards and guidelines for these clinics was prepared and will be published early in FY '76. An operations manual also was prepared for the child study clinics which provide evaluation services for children with emotional or intellectual development problems. These children are referred for appropriate care when necessary and are periodically checked by public health nurses to assess their progress.

### **Adolescent Clinic**

The adolescent clinic at the University of Washington provided a weekly evening clinic at the Pioneer Square Health Center. This clinic serves a unique group of adolescents, most of whom are separated from family and friends, without employment, and many of whom have severe medical problems.

### **The Maternity and Infant Care and Children and Youth Projects**

The maternity and infant care project and the children and youth project continued to operate in low-income areas of Seattle. The maternity and infant care project serves women with high-risk pregnancies and their infants in census tracts where infant morbidity and mortality are high. Inpatient services are now available for these mothers and infants at two additional hospitals in the central area as well as the University of Washington. The children and youth project provides health and medical care to 3,500 children in the Rainier area of Southeast Seattle.

### **W.I.C.**

The federally funded W.I.C. supplementary nutrition program is currently helping over 16,000 persons each month. The W.I.C. program, aimed at women, infants and children, provides specified quantities of milk or infant formula, juice, eggs and cereal each month. All foods eligible for distribution must meet basic nutritional requirements.

Residents of all 39 counties are eligible to receive the W.I.C. vouchers, redeemable for the eligible foods at any food outlet. In the next year, the caseload is budgeted to reach over 24,000 participants. The state coordination between the administering federal agency, the U.S. Department of Agriculture, and the local clinics is handled by the child health program section of the Health Services Division. Participating clinics include county health departments, migrant health projects, Indian Health Services clinics and even day care centers.

### **Crippled Children's Services**

This program helped provide diagnostic and treatment services to children with handicapping conditions amenable to correction. Through financial assistance to eligible families and the utilization of local health department staff help, specialized medical, surgical and rehabilitative care was provided to approximately 7,000 children. During the year, the medically eligible handicapping conditions were expanded to include some not previously covered.

During the next fiscal year, more eligible conditions will be added, and emphasis in program function will be placed on further development of effective and efficient entry into the health care system, along with an ongoing



effort at early detection and prevention of handicapping conditions.

### Dental Health

During fiscal year 1975, dental health education and dental preventive services were provided to some 60,000 elementary school children with dental health education provided to some 25,000 additional children. In-service training to nurses, college classes and school personnel further augmented this preventive-oriented unit. Dental clinics operated by county health departments and vocational schools were funded to provide comprehensive dental restorative and preventive services for some 630 school children.

The two dental projects, Odessa Brown Dental Clinic, Seattle, and Farm Workers Dental Clinic in Toppenish, provided comprehensive dental services to 3,400 children as well as preventive and education services for 6,000 pre-school and school children in schools and day care centers and camps within their specific geographic area.

### Tuberculosis

The tuberculosis unit acts as a coordinator of tuberculosis programs in Washington carrying on an educational program for local health department, local general hospital, and nursing home personnel. The unit also maintains surveillance over tuberculosis activity in the whole state through a registry, and provides consultation and education in skin testing and in x-ray to local health departments and other state institutions for purposes of maintaining the quality of screening and diagnostic x-ray. The unit is assisting the private medical sector assume responsibility for the care of tuberculosis after the closure of Firland Tuberculosis Hospital; is investigating outbreaks of transmission of tuberculosis in hospitals and nursing homes; and is assessing the occurrences of severe reactions to prophylactic treatments with Isoniazid. The advent of modern chemotherapy has made it possible to treat patients safely at home and has markedly reduced the costs of tuberculosis patient care.

### Venereal Diseases

Venereal disease program accomplishments in fiscal year 1975 included:

1. Printing and statewide dissemination of the "revised" gonorrhea culture screening laboratory specimen slip for use in both public and private screening program provider settings.
2. Establishment of a computer program to tabulate positive culture, demographic, census tract, and other data resulting from the screening program.
3. Interviewing of all private-physician-reported gonorrhea cases including the institution of a private physician-patient assisted contact training system in Seat-

tle, Tacoma, Chelan-Douglas Health Districts. Other health jurisdictions are planning to follow suit.

4. The inauguration of a rectourethra program in Seattle to retest, six weeks after treatment, those females found positive for gonorrhea through screening.
5. Organization of a VD telephone hotline known as "LAMBDA Self-Help" to advise gay males of cases of early syphilis which are known to have frequented the same steam bath location on the same day as had the caller.
6. Completion of eighteen venereal disease prevention workshops for teacher education sponsored jointly with the Office of the Superintendent of Public Instruction.

### Health Education

The health education unit serves as an education resource and support service for health services programs of the Department. The staff of the unit works with the Department's state office staff as well as with staff of local health departments, public schools and community agencies to develop health education programs designed to assist people to develop healthful living habits.

They have been involved in the planning, implementation and evaluation of the Immunization Education Program in response to the State Board of Health's regulation that all children should be immunized before entering school, day care centers or nurseries. They also have been working with the dental health unit in the expansion of their program by assisting in the developing, implementing and evaluating of a program to train teachers in dental health education through intermediate school districts. In addition, they have provided the educational component for the State Board of Health regulation prohibiting smoking in certain public places. They have continued the instruction of teachers in smoking education techniques and have been involved in programs on prenatal care, infant care, venereal disease, blood pressure screening and parenting.

As support for the programs of the health education unit, a materials and information center has been developed. The center can supply pamphlets, brochures, books, Audiscan projectors and cartridges and a variety of information on the areas in which the unit is concerned.

### Environmental Health

Through its program of environmental health improvement, the Health Services Division provides an array of services directed to the control of extensive health hazards in our environment. Distinct progress has been made in minimizing health risks due to housing inadequacies, sanitation deficiencies in recreational facilities, food-borne illnesses, stress of noise, and marginally safe community water supplies. In addition, the program

moved to minimize health risks due to radiation exposure, hazardous waste disposal, pesticides and other chemical products hazards, and transmission of disease by insects and rodents.

### **Highlights of Environmental Health Services:**

**Water Supply** — The federal Safe Drinking Water Act, passed by Congress in December 1974, is creating new program demands. During the year, staff were involved with development of EPA regulations implementing the act. Dr. John A. Beare, director, Health Services Division, was appointed to the 15-member National Drinking Water Advisory Council which will play a direct role in developing and implementing this new federal legislation.

Comprehensive plans for 34 systems were reviewed and approved. Forty-one engineering reports and 512 new water supply projects were reviewed and approved. Seventy orders and enforcement proceedings were initiated to secure improvements to facilities, operation, and/or quality of public water supplies.

Revised regulations on distribution reservoir protection were developed to provide maximum flexibility to water purveyors while meeting minimum health protection criteria.

**Referendum 27** — \$3.5 million was committed to 103 projects, including 67 grants and 36 planning and pre-construction loans. Total project costs were \$17.6 million.

**Sewage** — Criteria were developed for evaluating the priority of proposed water pollution control projects for public health need, in cooperation with the Department of Ecology. There were 404 projects evaluated for public health need.

New minimum standards were developed for local health agency on-site sewage disposal. Regulations of 30 local health departments were reviewed, of which 14 were approved.

**Swimming Pools** — Thirty-nine new projects were reviewed and approved.

**Transient Accommodations** — 1,386 hotels and motels were licensed and 558 annual inspections were conducted. Over 200 additional follow-up inspections were conducted resulting in 60% reduction of violations among those firms having major violations. Agreement was established with the State Fire Marshal's office involving noncompliance with fire codes as a condition of license revocation.

**Recreation** — 81 proposals for new developments were reviewed and recommendations made. A federally funded project to determine the incidence of illness and injury in 70 youth camps was initiated and implemented.

**State Institutions** — Survey and follow-up visits were conducted in 22 state institutions and technical consultation was provided regarding laundry collection and distribution, food service and disposition of flammable mattresses.

**Jails** — 118 county-city jails were inspected. A 50% reduction in overall violations was reported over last year's inspections. Compliance with jail standards has improved steadily from an average compliance rate of 73% in 1971 to a 94% compliance rate in 1974.

**Schools** — Over 30 school construction projects were reviewed and recommendations made. Two hundred forty private and parochial schools were reviewed to determine compliance with joint DSHS-Superintendent of Public Instruction standards and appropriate approval or denial recommendations were made.

**Milk** — Rating surveys were performed on 30% of the state fluid milk supplies to ascertain compliance with standards before the program was transferred to the state Department of Agriculture.

**Shellfish** — Increased activity in shellfish growing area surveillance included 97 miles of shoreline surveyed to ascertain safety of shellfish waters. Over 200 inspections of processing plants were made and 962 samples of shellfish and shellfish waters were collected and analyzed.

**Food** — 14 local food protection programs were audited to determine level of protection provided the consuming public.

**Radiation Control** — 6,500 x-ray units and 291 radioactive materials licenses were issued and monitored. Surveillance of background radiation continues in areas where nuclear power plants are proposed.

**Pesticides** — 53 suspected pesticide ingestions were investigated. Five pesticide spills and six aircraft accidents were also investigated. The purpose of the investigations is to determine the cause of the exposure and make recommendations which should result in preventing a recurrence of such incidents.

**Vector Control** — Plague has been known to be endemic in the Western United States for a number of years. While humans are not often infected, the disease is most commonly found in the wild rodent population. A continuing surveillance program has been instituted this year utilizing a new monitoring technique which is both accurate and convenient. Results as of June 30 are inconclusive but would indicate that Central Washington currently has more infected wild rodents than other areas of the state.

**Poison Prevention/Injury Control** — Three new poison control centers were designated and a statewide uniform data reporting system was instituted in the 11 centers. More than 500 requests for information were received in these subject areas: carbon monoxide poisoning, flammable fabrics, toys, and hazardous products. For 175 of

these inquiries, investigations and/or direct service were offered and specific recommendations made. A report documenting the extent and severity of fabric-related injuries was prepared for the legislature.

**Environmental Epidemiology** — In 1975, death records were reviewed indicating a four-fold excess of respiratory cancer deaths in the copper smelting industry.

**Public Health Laboratory Services** — The State Public Health Laboratory makes a major contribution to the control of communicable diseases by virtue of its efforts in the field of diagnostic microbiology. The laboratory assists in the diagnosis of such conditions as gastroenteritis, gonorrhea, syphilis, influenza, meningitis, pneumonia, encephalitis, rabies, rubella, streptococcal sore throat, rheumatic fever and tuberculosis. It continuously furnishes certain testing services which are not available elsewhere in the state.

#### Medical Assistance

The medical assistance program supplies medical, dental and other health-related services to persons without resources to meet health care needs.

In fiscal 1975 the federal Title XIX medical assistance program was available to approximately 245,392 persons per month, including beneficiaries of Supplemental Security Income (SSI), for the aged, blind and disabled persons and families with dependent children whose income was sufficient to meet their maintenance needs but who could not pay for medical care.

The state-financed medical program for recipients of General Assistance and to Medical Only (MO) who are not otherwise eligible under a federal aid program was available to an average of 9,262 persons per month. Eligibility for the Medical Only program is limited to persons with a current acute and emergent medical need. A \$100 annual deductible is assessed to the MO recipient, thereby eliminating less expensive or short-term outpatient care.

The Title XIX medical assistance program provided essentially full-scope medical care to AFDC grant recipients, SSI beneficiaries and persons categorically related to these programs, as well as to all medically needy pregnant women and certain other individuals under 21. Full-scope care, except out-of-state, is available through the state-financed medical care program to recipients of continuing grants in the General Assistance unemployment category.

In addition, the Department expended approximately \$369,098 monthly for prevention of blindness services.

Program changes for 1975 included provision for:

1. Psychiatric service in general hospitals for Medical Only and non-continuing general assistance.
2. Three-day detoxification of alcoholics for recipients of federal and state funded medical programs.

**Disability Insurance Benefits** — The DIB section has the responsibility for determining whether applicants for SSI disability benefits or Medical Assistance related to SSI disability meet the medical eligibility criteria for this program.

#### VOCATIONAL REHABILITATION

Since 1935, the joint federal-state Vocational Rehabilitation Program has helped disabled and disadvantaged state residents obtain necessary employment services. During fiscal year 1975, 30,617 persons received these services, and a record 4,268 were rehabilitated into employment in a variety of occupations; 1,379 or 32 percent of those rehabilitated were public assistance cases, whose dependence on public funds has been either totally eliminated or substantially reduced.

Current budget levels prevent the Department from serving more than about 29 percent of persons wanting or needing vocational rehabilitation. As a consequence, priority target groups, principally the severely disabled and those depending on public funds for support, will receive the bulk of the available funds.

To qualify for vocational rehabilitation, an applicant must have a physical or mental disability that prevents him from earning a living or threatens his continued employment. There must also be a reasonable expectation that he will be able to work in a suitable job after receiving the services. Disabilities may include mental and personality disorders, alcoholism, drug addiction, orthopedic impairments — especially paraplegia, quadriplegia and other spinal cord injuries, speech and hearing problems, heart and kidney disease, epilepsy, cancer, stroke, congenital deformities and other handicaps.

Services provided include medical, psychological, and vocational evaluation. They may include surgery, hospital care, dental care and medication. Other services may include funds for food, clothing, shelter and transportation; job training; tools and equipment; and job placement matching the individual's capacities.

Washington State ranked second nationally in the percent increase of disabled persons rehabilitated into jobs. The increase was 260 persons for a total of 4,268 persons, or 6.5 percent. This was accomplished while the number of severely disabled rehabilitants sharply increased by 61.2 percent to 1,604 persons. The number of handicapped public offender rehabilitants increased significantly to 697 for a gain of 21.2 percent.

#### ADMINISTRATIVE SERVICES

The Administrative Services Division provides services throughout the Department in the areas of management information systems, accounting/fiscal services, general office services, and support enforcement.



## DEPARTMENT OF SOCIAL AND HEALTH SERVICES

### Office of Information Systems

As a direct result of an operational audit of the Office of Information Systems, a control center and a work station scheduling system have been installed, providing Department management with visibility of jobs in the computer center. New standards relating to the authorized access to, changing of, and testing of the Department's computer programs are resulting in a more efficient operation of the Department's computer resources. Other recommendations from the audit are in varying stages of completion, and include the installation of key disk equipment replacing keypunch machinery and providing the Department with faster, more accurate data entry capabilities.

Request for proposals for new computer equipment for use by the Department in a development center in Office Building Number 2 was jointly prepared by the Department of Social and Health Services, the Department of Motor Vehicles and the Data Processing Authority. Equipment was selected in September 1975.

### Office of Support Enforcement

The Office of Support Enforcement is responsible for the statewide administration of all departmental programs and activities relating to the location of absent parents, child support collections, and recovery of funeral and medical expenses from liable third-party sources.

Total collections of the Office of Support Enforcement for fiscal 1975 were \$17,123,185, as compared to \$13,811,263 for fiscal 1974 — an increase of 24 percent. The breakdown of collections by program is:

Child Support Collections	
— Public Assistance Cases	\$10,586,172
— Non-Assistance Cases	3,602,504
Medical Third-Party Collections	2,664,415
Funeral Collections	270,094

### Contracts Management Section

The Division's contracts management section, recently reorganized in the interest of greater contract efficiency, has increased its scope of management controls to include approximately 1,800 purchase of services contracts, in addition to the 1,600 personal services contracts of DSHS. Purchase of services contracts are those which fund and otherwise support community-based social and health programs.

### Reimbursements Section

During fiscal year 1975, the reimbursements section completed another step in their efforts to establish a centralized accounts receivable function. The programming for the automated accounts receivable system was completed and tested. During the period October 1974 through April 1975, 36,299 public assistance overpayment accounts were put on the new system. Of those

accounts, 11,200 were previously maintained by the reimbursements section and the remaining 25,099 were maintained by the public assistance local offices. This centralization will allow a more efficient and effective recovery of debts due the state.

Companion to the new accounts receivable system were the development and implementation of a new cash receipts journal. This improvement allows the section's cashier function to establish a control of money items received in the mail, issue separate receipt identification and establish a cash receipts journal without rewriting the majority of the information needed. The result of this was the ability of the cashier function to handle the anticipated increase in money items received with a minimum increase in staff. It is estimated that the new system is 35% more efficient than the previous methods used.

The reimbursements section returned to the state \$7,722,964 which they recovered during the fiscal year. These monies were recovered from the following reimbursement programs:

#### Institutional Care:

State Mental Hospitals	\$3,398,958
Schools for the Mentally Retarded	4,100,331

#### Public Assistance:

Overpayments	159,624
Labor and Industries Liens	64,051

### Office Services Section

The office services section, with support from the Office of Information Systems, initiated a computerized equipment inventory system. This system has been implemented in Regions 1, 2 and 4. Personnel in Region 6 are also being trained for implementation. The computerized system will give each DSHS location the necessary tools for equipment accountability. Separate computer printouts are being furnished listing equipment by state tag number, by location, and alphabetically. These printouts will be furnished separately. Tentative statewide completion date is June 30, 1976.

The office services section was also instrumental in centralizing the Department's meat processing program. Various institutions were purchasing pre-cut meat while others having meat cutter positions on staff were purchasing carcass beef. Through a cooperative effort between institutions, there are now five institutions cutting meat for ten locations previously purchasing pre-cut meat, with an annual saving of approximately \$122,000.

## MANAGEMENT AND BUDGET

The purpose of the Management and Budget Division, when it was created in 1974, was to provide a focal point for coordination of the Department's productivity



improvement commitment. The Management and Budget Division pulled together the Department's audit, budget and system activities to provide unified direction toward aggressive management improvement and cost effectiveness in the accomplishment of the Department's objectives.

Under the Division director are three major offices that work together to improve the Department's overall management activities.

#### **Office of Operations Review**

The Office of Operations Review has significantly expanded in scope of operations to provide major contributions toward the departmental productivity efforts. The performance audit section has increased its performance measuring and operations review capabilities with the addition of a sixth unit composed of a group of "mini" teams with responsibilities for audits of departmental contracts from a combined fiscal and program aspect. Other assignments, such as the annual food stamp regions evaluation and follow-up performance audits, will be accomplished by these teams.

**Cost Reimbursement** is a new section established to be responsible for the design, implementation and ongoing maintenance of all departmental cost reimbursement programs. In addition to the nursing home program, many productive possibilities are being explored in the areas of group homes, child care centers, health care centers, alcohol centers, and others.

**The Fiscal Audit Section** has increased the size of its staff and, in order to provide a more productive audit schedule and reduced travel costs, some units are being regionalized. One unit has been established in Seattle, another in Spokane. In addition, a smaller group under the direction of the Spokane unit supervisor will be located in Yakima, while a detachment from Olympia will operate in Vancouver.

**The Hearings Section** workload has continued to increase significantly. Requests for hearings increased from an average of 322 per month for FY 1974 to an average of 464 for FY 1975. It is anticipated that requests will continue to increase at a rate of 20 to 25 percent during FY 1976.

#### **Office of Management**

The Office of Management provides the focal point for the Department's efforts toward improved productivity. Staffed with competent industrial engineers, project managers and management analysts who are supported by several management interns, the Office of Management both coordinates the reporting of the individual productivity efforts of the Department's divisions and manages specific management systems projects with high-improvement potential. Specifically, the office offers an internal management consultant resource that

studies, designs and installs improvements without disrupting the ongoing programs. Because, unlike outside consultants, the members of this office continue with the state, they will follow through on system implementation and ensure that the Department's productivity improvement efforts are ongoing and that new areas of improvement are constantly being explored.

During fiscal 1975, 33 productivity projects were initiated within the Department and were monitored by this office throughout the year. Twenty-one of the projects achieved the improvement goals they had set. Others achieved improvements over the previous year, though not reaching their ambitious goals. Only two projects failed to improve or lost ground.

#### **Office of Budget Services**

The Office of Budget Services provides the capability for formulating, reviewing and coordinating the departmental budget. During FY 1974, this office implemented a new budget review system involving a detailed and thorough analysis of budget requests by a management review board. The review board concept was also used in a new system of quarterly reviews to evaluate the Department's program and fiscal performance. During FY 1976, monthly expenditure data will be reviewed and analyzed through the use of a newly designed monthly management report system. The major phases of budget preparation and associated processes will be performed by the operating divisions with staff support from the Office of Budget Services in accordance with the agency's fiscal decentralization plan. This will enable the Budget Office to concentrate greater effort on program analysis of agency operations. Major emphasis will be placed on the development of performance standards in both institutional and community programs with which to measure productivity gains. Other projects will involve the expansion of various fiscal monitoring systems in the agency to ensure strong fiscal control over all agency activities and resources.

### **INFORMATION AND ADJUSTMENT**

Correspondence and telephone inquiries from citizens, legislators, other public officials and recipients or applicants for services who want information or have a complaint about the Department of Social and Health Services are referred to the Office of Information and Adjustment under the Office of the Secretary. General information and complaints are handled by the professional staff of that office who clarify Department decisions and arrange for any necessary adjustments. Some correspondence is referred to other departmental staff utilizing a system to ensure response to each inquiry. Feedback to the division or office involved is provided. During the legislative session many legislative inquiries

## DEPARTMENT OF SOCIAL AND HEALTH SERVICES

### VETERANS SERVICES

Under its Veterans Services Program, the State of Washington provides two institutions for the care of older veterans and their beneficiaries at the Washington Soldiers' Home at Orting and the Washington Veterans' Home at Retsil. Additionally, there is the Soldiers' Home Colony which houses couples and widows who reside in the Orting school district. Generally speaking, these facilities are for the use of indigent veterans who are unable to earn their own living, and their beneficiaries. Two types of care are provided: nursing care on a full-time basis for those who are in need; domiciliary care for those who are able to be ambulatory and can provide for their own needs in general. Also, the Soldiers' Home acts as a resource and program center to the Soldiers' Home Colony and provides monthly food vouchers, semi-annual clothing vouchers, and outpatient medical care to eligible couples within the Orting school district. Additionally, members of the Colony may be admitted to nursing care for long-term convalescence and visiting nurse service is also provided within the Colony.

Full-time professional personnel are available at both institutions, providing a full range of therapeutic, recreational and medical facilities. Individuals needing transportation to medical, dental or optical appointments off campus are provided such transportation at no cost to them. On-campus facilities include activities therapy, a wide range of hobby and craft programs, religious programs, day outings and occasional overnight outings.

are referred to the office and all inquiries to the Department are logged to comply with the Public Disclosure Act.

In fiscal 1975, of the 5,110 correspondence complaints and inquiries, 1,938 were referred to other divisions or offices for response. In addition, 43 persons were interviewed in the office and responses were made to 1,744 telephone inquiries or complaints. The office logged 860 legislative inquiries in fiscal 1975 and the bulk of these, 643, were logged during the 1975 legislative session.

### SPECIAL INVESTIGATION

The Office of Special Investigation was established as the statewide fraud and surveillance unit for the Department effective July 1, 1973. Its primary function is to detect and prevent all welfare fraud and it has the responsibility of making a fraud determination on all cases submitted to OSI by local offices, VOCS (verification overpayment control system) and other sources. While it has dealt principally with recipient fraud since its inception, OSI is moving into the area of medical vendor fraud allegations, including such areas as nursing homes, ambulance companies, pharmacists and other medical providers.

In addition to recipient and medical vendor fraud, OSI is also involved in the investigations of employee financial misconduct. OSI has also a responsibility in the area of institution problems and investigations, and reports on any matter requested by the Secretary, Deputy Secretary or division directors.



*Additional information may be obtained from the following sources:*

**OFFICE OF COMMUNITY DEVELOPMENT**

Insurance Building  
Olympia, Washington 98504

**DEPARTMENT OF EMPLOYMENT SECURITY**

P.O. Box 367  
Olympia, Washington 98504

The Employment Security Department regularly publishes and provides free of charge a number of reports and analyses on the labor market and economic conditions, covered employment and wages, insured unemployment and unemployment rates, farm labor and rural manpower services, and periodic results of special research studies. For data on a specific subject please write to the above address.

**HUMAN RIGHTS COMMISSION**

Olympia, Washington 98504  
Room 402, Evergreen Plaza Building  
7th and Capitol Way  
(206) 753-6770

**List of Publications Available**

- UPDATE (bi-monthly informational newsletter)
- A Step Toward Equality: Washington's Law Against Discrimination
- Text of Washington State Law Against Discrimination, Chapter 49.60 RCW
- Pre-Employment Inquiries and Screening
- Guidelines on Handling Internal Grievances
- Guide for Employment Agencies on Discrimination Prevention
- Commission Regulations:
  - Practice and Procedure
  - Employment
  - Education and Real Estate
  - Credit
- Affirmative Action Guidelines
- Policy and Recommendations on Exclusionary Clubs
- Toward Equal Employment Opportunity for Men and Women
- What Are the Facts About Washington's Law Against Discrimination in Credit?
- What Are the Facts About Washington's Sex Discrimination Law?
- Equal Opportunity Employment Posters
- Equal Opportunity Housing Posters

**BOARD OF INDUSTRIAL INSURANCE  
APPEALS**

1000 So. Cherry Street  
Olympia, Washington 98504

**DEPARTMENT OF LABOR AND INDUSTRIES**

General Administration Building  
Olympia, Washington 98504

**BOARD OF PRISON TERMS AND PAROLES**

805 Capitol Center Building  
410 W. 5th Street  
Olympia, Washington 98504

**DEPARTMENT OF SOCIAL AND  
HEALTH SERVICES**

Office of Information and Adjustment  
Mail Stop 447  
Olympia, Washington 98504  
(206) 753-7032



OFFICE OF PROGRAM PLANNING  
AND FISCAL MANAGEMENT

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